

THE FUTURE OF STATE PLANNING

MARCH - 1938

NATIONAL RESOURCES COMMITTEE

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THE FUTURE OF STATE PLANNING

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NATIONAL
RESOURCES COMMITTEE

MARCH 1938

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A REPORT TO THE
ADVISORY COMMITTEE
BY THE
STATE PLANNING REVIEW GROUP

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NATIONAL RESOURCES COMMITTEE
NORTH INTERIOR BUILDING
WASHINGTON

MAY 17, 1938.

THE PRESIDENT,
The White House.

MY DEAR MR. PRESIDENT:

We have the honor to transmit herewith a Report on the Future of State Planning. After 5 years of effort by this Committee to encourage planning from the ground up, through local, county, and State planning agencies, it is appropriate to review the progress made and the possibilities for the future. The remarkable growth of State planning, as indicated by the operations of State planning boards in 45 States and in the District of Columbia, Hawaii, and Alaska, has shown the vitality and importance of the idea that the States can and will make studies and plans for the wise use and development of their resources.

We endorse the findings and recommendations of the review group which prepared the report, and hope that further progress may be recorded along these lines in the immediate future.

Sincerely yours,

HAROLD L. ICKES,
Secretary of the Interior, Chairman.

HARRY H. WOODRING,
Secretary of War.
HENRY A. WALLACE,
Secretary of Agriculture.
DANIEL C. ROPER,
Secretary of Commerce.
FRANCES PERKINS,
Secretary of Labor.

HARRY L. HOPKINS,
Works Progress Administrator.
FREDERIC A. DELANO.
CHARLES E. MERRIAM.

•

HENRY S. DENNISON.
BEARDSLEY RUMI.

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NATIONAL RESOURCES COMMITTEE

NORTH INTERIOR BUILDING

WASHINGTON, March 27, 1938.

Mr. FREDERIC A. DELANO,
Chairman, Advisory Committee National Resources Committee,
Washington, D. C.

DEAR MR. DELANO:

We have the honor to transmit herewith the report on "The Future of State Planning," requested by the Advisory Committee, concerning "what State planning boards might become and the most suitable methods for their advancement in the future."

Our committee has based its report on statistical information and reports in the Washington office, a special review of State planning reports by Dr. Gosnell, statements on each State and region submitted by the regional officers, and two extended conferences with the regional officers. In addition, the members of our group have made personal investigations and observations in selected States and regions. We are indebted to the officers and staff of the National Resources Committee, both in Washington and the field, and particularly to Dr. V. O. Key, who served as "reporter" for the committee.

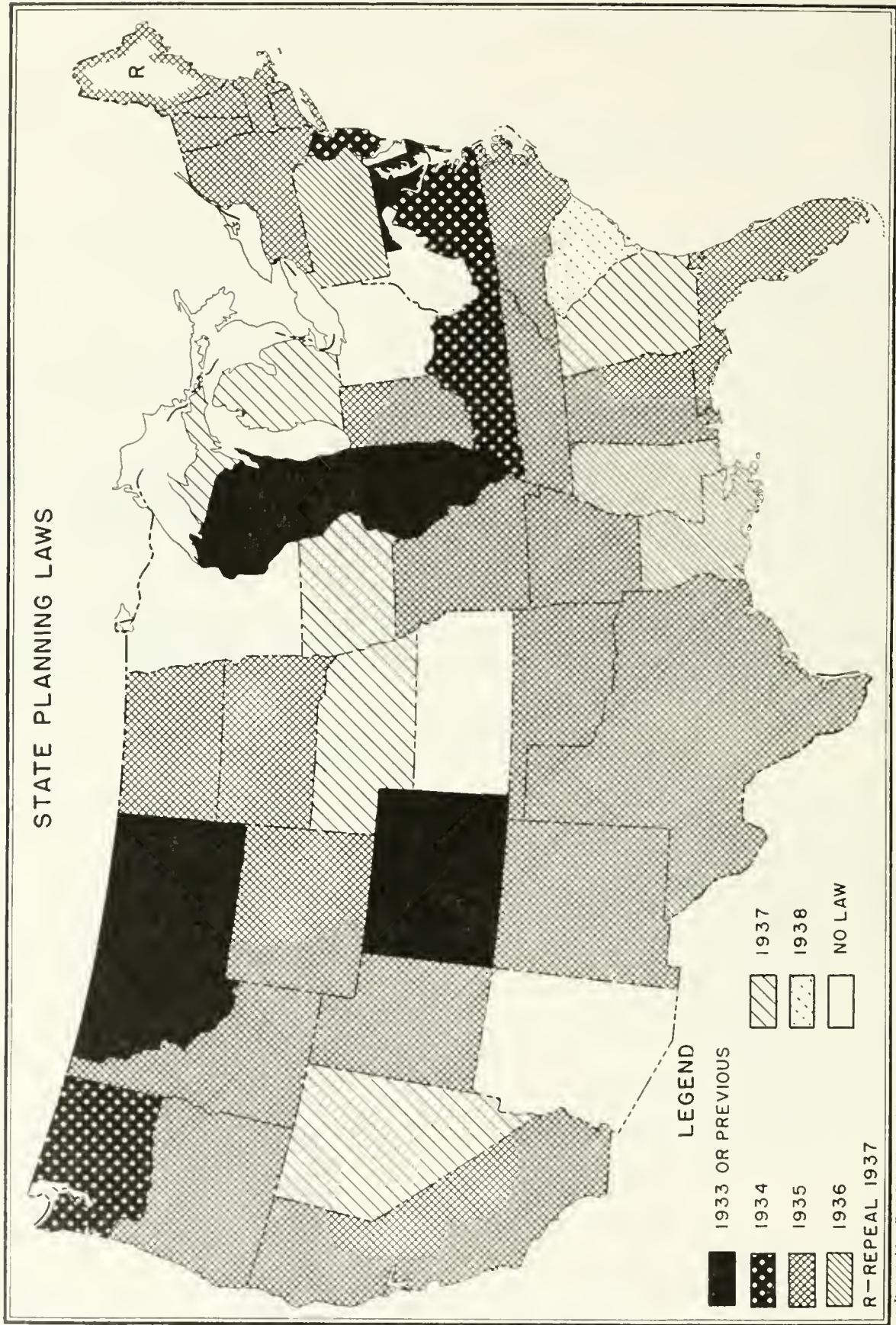
We desire to emphasize our belief that the great possibilities for useful service by State planning agencies to the citizens of individual States and to the Nation as a whole, fully warrants continued assistance and encouragement from the National Resources Committee to State planning boards.

Respectfully submitted.

MORTON L. WALLERSTEIN, *Chairman*
Chairman, Virginia State Planning Board

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Secretary, Committee on Public
Administration of the Social
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National Resources Committee
B. M. WOODS
Regional Chairman,
National Resources Committee



Prepared in office of the National Resources Committee

This map is based on the first laws enacted by the various States. See Appendix for citation of these and any subsequent laws

THE FUTURE OF STATE PLANNING

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FINDINGS AND RECOMMENDATIONS

Findings

1. The State planning movement has made notable progress since 1933. Planning boards are now in existence in 45 of the States and in the District of Columbia, Hawaii, and Alaska. While the work of the State boards varies a great deal in quality, the creation of strong planning boards in a substantial proportion of the States constitutes an achievement of great significance.

2. The work of State planning boards consists of the laying out of interrelated, long-range programs leading to the conservation and most beneficial use of the resources of the State. The process of planning involves the analysis of emerging problems and the projection of a comprehensive program of action correlating the planning programs of State agencies. It is essential that State plans be related to local and Federal plans. The prosecution of related programs by the different levels of government affecting the same people in the same area creates a serious need for collaboration among the agencies concerned in the planning of their activities.

3. Most of the energies of the State boards have been devoted to the collection of basic data and to the establishment of working relations with other governmental agencies. Here and there long-range plans for specific governmental activities have been formulated, and in a few instances, the outlines of a comprehensive plan for the most beneficial use of the resources of the State are taking form. Many boards have reached a point from which they can push forward rapidly to more concrete accomplishments.

4. State planning must concern itself with all the resources of the State if it is to be comprehensive. For the immediate future, however, the major emphasis of State planning in most States may appropriately be on those types of State activity which arise from the physical resources.

5. The experience of the State planning boards has demonstrated that they should be solely advisory in character. The responsibility for decision on questions of policy must rest on the legislature, the Governor, and other policy-determining officials. To assure that the work of the planning boards will be effective, however, it is desirable that the trend of the State boards to become staff agencies to the Governor be encouraged.

6. There can be no truly national planning without State planning. State planning is so clothed with a national interest that it deserves Federal financial support for the following among other reasons:

(a) The activities of Federal and State Governments are so intertwined that it is difficult for the Federal Government to plan its own activities without relationship to similar State functions. Only through State planning can the programs of different governments be harmonized.

(b) Through the collaborative relationships between State and Federal officials developed by the State boards, the groundwork is being laid for a better interpretation of State and local needs to the National Government, and a better understanding of Federal programs by State governments.

(c) Certain problems may be dealt with only by concurrent action at all levels of government. Collaborative national and State planning can lay the basis for this coordinated action.

(d) State planning frequently leads to the consideration of problems of an interstate or regional character. These matters are often affected with a Federal interest. National and State planning agencies furnish a means for interrelating the work of the States and the Federal Government in dealing with interstate problems.

(e) Those State and local governments which have worked out in advance long-range plans have secured the largest tangible returns from the Federal expenditures for construction and work programs. It is in the national, as well as in the local, interest that the greatest possible return be secured for these outlays.

Recommendations

1. The Federal Government, through the permanent national planning agency, should continue to aid and encourage State, interstate, and regional planning efforts.

2. Major efforts should be devoted to the establishment of active State planning boards. Financial aid by the national planning agency to the State planning boards should consist principally of the assignment of technical and advisory assistance rather than lump sum cash grants. Although cash grants do not appear to be expedient at the present, the question of their advisability should be reexamined periodically. In the event of any continuation of a Works Progress Administration program or a program similar in nature, we recommend that the National Resources Committee facilitate establishment of State planning board projects recruited through this source so far as useful assistance in planning may be obtained. We would emphasize in this connection the necessity for experienced supervision.

3. The continuation of regional field offices at appropriate centers is recommended. These offices should have a minimum staff of a regional chairman, a regional counselor, a planning technician, and adequate clerical assistance. The regional chairmen and counselors should be responsible for the general relationships of the national planning agency with the States and for general advice and assistance to the State boards. These offices should serve as headquarters for the regional supervision of Nation-wide studies and as a liaison between State and Federal planning activities.

4. The work of strong State planning boards will inevitably lead to a consideration of interstate problems. Regional chairmen and counselors should be alert to the needs for general coordination of the national and State plans within their regions and the initiation of adequate regional planning programs for securing the necessary coordination among the related units of government. Existing regional planning commissions, on a solid foundation of need and regional recognition of that need, should, of course, receive the continued encouragement and assistance of the national planning agency. We believe, however, that for most of the country interstate committees or other arrangements set up to deal with particular problems affecting more than one State may furnish a more suitable method for interstate planning.

5. In addition to the services of the regional officers, the States should be assisted, on request, by the assignment of general or special consultants to serve the State planning boards. The panels of consultants should include a wide range of specialists adequate to meet the varied needs of the State planning agencies.

6. No rigid formula should be adopted to govern the allocation of the counseling and consulting services of the national planning agency among the State boards. A policy of attempting to respond to requests from the States such as the National Resources Committee has pursued heretofore will result naturally in more help to those States which help themselves, although the value of the assistance assigned to the States should not necessarily bear a uniform ratio to State appropriations from State to State.

7. The national planning agency should supplement its consulting and counseling services with other forms

of technical assistance. The conduct of demonstration studies in particular States followed by publication of the findings with an analysis of the methods used and problems encountered would be of value in certain circumstances. Comment on proposed State planning board projects by qualified persons on the Washington staff offers an economical method of rendering technical assistance in certain situations. The preparation by the national agency of suggested outlines of procedure for the conduct of interstate, Nation-wide, and State studies is a type of assistance which would be of value. The national planning agency might well inaugurate a more systematic clearing-house service which would cull from the materials flowing into the national office helpful suggestions and ideas for redistribution to all the State boards.

8. The national planning agency should continue to sponsor Nation-wide studies such as the drainage basin studies and public works inventories. If the number of these studies increases, however, it will be necessary to consider the question of additional assistance to the State boards. It is essential for the development of a balanced State planning program that these national studies do not require too large a proportion of the financial resources of the State boards.

9. The national planning agency should aid in relating the work of the State planning boards to the planning by Federal agencies with field programs within the States. To accomplish this it should continue efforts to secure the cooperation of the central offices of the various Federal agencies. The central staff of the national planning agency should be large enough to perform this function.

10. The type of organization and procedure through which a State will exercise planning functions may vary with changing conditions and from time to time. We therefore recommend that toward the close of a 6-year period (and at suitable intervals thereafter) and in the light of longer experience, the national planning agency authorize a reappraisal of its relationships to the State planning agencies, including the extension of aids of every kind and the consideration of the State agencies through which national, State, and local planning functions and organizations may best be coordinated.

I. THE DEVELOPMENT AND PRESENT STATUS OF STATE PLANNING

Development of State Planning

The establishment of the State planning boards by 45 of the States since 1933 constitutes a recognition of the necessity for taking thought for the future and creating special agencies to correlate in a systematic way the programs for future activities by the various departments of a State government. The immediate stimulus leading to the establishment of the State planning board was a suggestion by the Secretary of the Interior, Harold L. Ickes, as Administrator of Public Works, late in 1933, to the Governors of the several States of the desirability of following the example of New York, Wisconsin, and a few other States which had earlier experimented with planning agencies. At the outset the National Planning Board—the predecessor of the present National Resources Committee—was attached to the Public Works Administration and the State planning boards were suggested as a means for facilitating the development of the Public Works program as well as for broader, long-range purposes.

The reaction from the States to this suggestion was much more nearly unanimous than was expected by the most sanguine. Many Governors established such boards by executive order, but with rapidity the legislatures recognized the worth of these agencies and established them as permanent statutory agencies. The National Resources Committee has given general leadership and guidance to the State boards and assisted through the assignment of consultants to advise and render technical assistance. The Works Progress Administration and its predecessor organizations, the Federal Emergency Relief Administration and the Civil Works Administration, have liberally aided the State boards by furnishing work relief staff personnel.

Whether the growth of State planning boards would have been so rapid without this support by Federal agencies may be doubted; and it may be too early to say whether the recent developments will be permanent. Nevertheless, the State planning boards have grown from beginnings reaching into the preceding century. The movement for the conservation of natural resources first brought dramatically to public attention the necessity for deliberate forethought toward a planned utilization of the public lands, forests, and waters to the end that our heritage of natural resources might not be wasted but be used so as to yield the greatest benefit to present and future generations. The city planning movement produced a widespread recognition of the

need for, and the possibility of, a more orderly and systematic development of streets, parks, playgrounds, housing, and public works in urban areas. In various special fields of governmental activity the planning idea has found root. A significant contribution of the renaissance planning movement has been a realization that all the prior types of planning must be interrelated, that the city cannot be planned without reference to developments in rural areas, that highways cannot be planned without regard to schools, that, within the limits of human will and competence, the projection of all governmental functions must be related to a harmonized whole.

The rapid growth of the State planning movement is summarily shown in table 1. By the end of 1934 42 of the 48 commonwealths had established planning boards either through action of the Governor or the legislature. By March 10, 1938, this total had grown to 48, including Hawaii, Alaska, and the District of Columbia. In the beginning, State planning boards were quite generally created by order of the Governor, but the legislatures have with considerable alacrity converted the boards into permanent statutory agencies of the State government. These changes have been made with such speed that at the present time there remain only five Governors' boards.

TABLE 1.—*Increase in number of State and territorial planning boards and changes in legal status*¹

Calendar year	Total	Governors' boards	Statutory boards
1933.....	14	9	5
1934.....	42	33	9
1935.....	46	13	33
1936.....	47	11	36
1937.....	48	6	42
1938.....	47	5	42

¹ Including boards which have been inactive at various times, but excluding the District of Columbia.

² Maine board abolished July 23, 1937. Includes Alaska board.

The statement of the total number of State planning boards, of course, ignores qualitative factors. It is probably generally accurate to say that in one-third of the States, the planning boards have come to be recognized and accepted as an integral part of the governmental structure. In these States the necessity for such an agency has been generally recognized and the planning notion is permeating the State government as a whole. In another third, the planning boards are in a more precarious position. They are less firmly established and less generally accepted. In the other third, planning boards are relatively inactive or nonexistent.

TABLE II.—Composition of State planning boards (as of April 15, 1938)

(NOTE.—X=ex officio by law; I=other State officials)

State	Total membership	Lay members and Federal officials	Ex-officio by law	Other State officials	State departments or agencies represented																
					Conservation	Fish and game	Parks and forests	Education	State university	Agricultural college or experiment station	Highways	Public works	Engineer	Public utilities	Geology	Agriculture	Health	Immigration and labor	Public welfare	Tax and finance	Others
Alabama.....	Governor plus 8.....	4	5	0			X	X		X					X						
Arizona ¹	9.....	6	0	3																	II
Arkansas.....	Governor plus 11.....	4	9	1			XX	X		X	X		I		X		X			X	X
California.....	7.....	2	3	0	X							X									
Colorado.....	12.....	6	6	0					X	X	X							2			X
Connecticut.....	1 Governor plus 4.....	4	0	0																	
Delaware.....																					
Florida.....	6.....	2	3	1							XXX										I
Georgia.....	7.....	4	3	0				X									X				
Idaho.....	5.....	5	0	0																	
Illinois.....	20.....	14	0	6																	
Indiana.....	1.....	2	5	0	I							X			X	I			I		X
Iowa.....	10 ²	2	8	0	X			X	X	X	X				X	X	X				X
Kansas ¹	15.....	15	0	0																	
Kentucky ¹	3.....	0	3	0	X									X						X	
Louisiana.....	7.....	0	7	0	X				X		X		X	X	X	X					X
Maine.....																					
Maryland.....	5.....	2	3	0																	
Massachusetts.....	9.....	6	3	0	X							X					X		X		
Michigan.....	11.....	6	2	3	X			I	I	II	X					I				II	
Minnesota ¹	10.....	7	1	0					III												
Mississippi.....	Governor plus 8.....	5	4	0																X	X
Missouri.....	Governor plus 8.....	4	5	0		X		X												X	X
Montana ¹	Governor plus 4.....	0	5	0	XXX																
Nebraska.....	14.....	12	2	0											X					X	
Nevada.....	Governor plus 11.....	8	3	0										X							
New Hampshire.....	5.....	5	0	0																	
New Jersey.....	9.....	5	10	4	X					X	X										X
New Mexico.....	9.....	0	9	0		X	X		X		X		X				X				XX
New York.....	5.....	3	0	2																I	
North Carolina.....	9.....	4	11	5	X			X	X	X									X		
North Dakota.....	10.....	6	4	0					X	X					X						X
Ohio ¹	10.....	5	0	5	I				X		X										
Oklahoma.....	9.....	7	2	0																	X
Oregon.....	9.....	12	7	0					I	I							X				X
Pennsylvania.....	9.....	13	5	14	0														X		X
Rhode Island.....	9.....	6	3	0			X				X	X									X
South Carolina ¹²	9.....	8	0	1					I								I				
South Dakota.....	11.....	8	0	3					I								I				I
Tennessee.....	Governor plus 8.....	16	8	1	0																
Texas.....	9.....	17	6	3	0							X		X							X
Utah.....	Governor plus 6.....	5	1	1																	I
Vermont ¹⁴	5.....	3	0	2																	
Virginia.....	13.....	5	0	8	I			II				I				I	I	I	I	I	
Washington.....	9.....	9	0	0											I						
West Virginia ¹	10.....	2	0	8	I			I	I			I			I	I	I	I		XX	XX
Wisconsin.....	Governor plus 17.....	3	15	0	X			X	XX			X		X							
Wyoming.....	Governor plus 7.....	4	4	0		X						X									
Alaska.....	Governor plus 10.....	6	1	4		I		I							I						I

¹ The planning board in this State exists by virtue of an executive order of the Governor.

² Law stipulates that 1 member must be a representative of the Indiana City Planning Association.

³ Board may have no less than 10 nor more than 15 members, 8 of whom must represent stipulated agencies, 1 of which is the Greater Iowa Commission.

⁴ 3 State senators and 1 representative are on the board, as well as the Works Progress Administration State director.

⁵ Functions of the former board have been transferred to Governor's cabinet, 3 of whose members form the committee on State planning.

⁶ The director of operations, Michigan Works Progress Administration, is a member of the board.

⁷ The Works Progress Administration, the National Emergency Council, and the Federal Forest Service are represented on the board.

⁸ Membership is the same as the State water conservation board. It may appoint an advisory council of 5 citizens.

⁹ Of the 12 appointive members, only 3 can come from any 1 congressional district.

¹⁰ Law stipulates 4 department heads, but choice is left to the Governor.

¹¹ Five State agencies are stipulated, but choice of 3 of them is left to Governor.

¹² The regional forester of the Federal Forest Service is a member of the board.

¹³ The regional representative of Social Security Board serves on the board.

¹⁴ Law stipulates 4 ex-officio members but leaves choice to Governor.

¹⁵ Law stipulates that 3 members are to be chosen by the house, 3 by the senate, and 3 by the Governor. Up to going to press only the Senate had named its members.

¹⁶ Law stipulates that of the 8 appointive members, 6 must represent the 3 grand geographic divisions of the State, and 2 from the State at large.

¹⁷ Of the 6 appointive members, 1 must be "experienced in agriculture, 1 to represent labor, and 1 familiar with reforestation."

¹⁸ Law stipulates that the heads of State departments shall constitute an advisory committee that is to meet with the board at least 4 times annually.

In general, the planning boards are not likely to be much better or worse than the administrative and political tradition of the State itself. While the weaknesses of many of the planning boards are serious, the remarkable fact is that the State planning movement in so short a period has made such headway.

The general practice followed by the State legislatures in authorizing the boards has been to provide a board composed of both lay members and State department

heads ex officio. In many cases Governors have appointed State officials to the board in addition to those specifically designated as members by law. In four States, however, the boards are composed entirely of lay members. Three States are at the other extreme and their boards are composed solely of ex-officio members. The agencies of State government most generally officially represented on the boards are highways, health, conservation, and the State agricultural

colleges.¹ In a few instances the Governors have appointed officials of Federal agencies, notably the W. P. A. and the Forest Service, as members of the board.

Staff and Finance

The State boards have been assisted by a staff provided through State funds and through the Works Progress Administration. The degree of dependence on the Works Progress Administration is shown by the fact that on December 31, 1937, of the 1,358 staff employees of 35 State planning boards, a total of 1,118 were furnished by the Works Progress Administration.² The professional staff of the State boards consists primarily of engineers.³

The State and Works Progress Administration staff has been supplemented by consultants assigned by the National Resources Committee. In the earlier stages of the work the Committee assigned consultants to each State. These men frequently became in fact directors of the State planning program as well as consultants from the Committee to advise with the State staffs. As the State boards became more firmly established, the National Resources Committee, in order to engender a sense of State responsibility, inaugurated a policy of assigning consultants on a part-time basis as occasion demanded. In January 1938 the amount of this service to each State varied from 2 to 15 days; in the majority of the States it was from 5 to 8 days each. This computation does not include the services of the regional chairman and counselors or of consultants on the Nation-wide drainage basin studies.

The problem of securing the right type of staff personnel has beset many of the State boards. The use of personnel from the lists of those eligible for relief has enabled the boards to accomplish data-collecting tasks which otherwise would have been long postponed, but there have been attendant problems. It has been especially difficult in the sparsely inhabited States to secure personnel suitable for State planning staff work. In a few States experience with the planning board has been an especially valuable recommendation for reemploy-

ment by private industry. The State boards are rightfully proud of their modest contribution to the retraining of these persons, but the resultant turn-over has been a handicap to the operation of the board staffs.

The personnel problems of the State planning boards have not been generated solely by the inadequacy of funds. There is the obvious need for three types of staff members: First, those with experience in the various special fields with which State planning is concerned; second, the experienced planning official who is competent to correlate the work of these specialists on programs that involve the work of several of them; and finally, the director, whose major qualifications are for general administration, and who may have been recruited from any one of several fields in which he will have developed the ability to deal with the other agencies of government and with the public. There has been difficulty in the initial years in finding enough men with these qualifications to staff the State boards.

The total outlays for State planning work during the Federal fiscal years 1935, 1936, and 1937 are shown in table III. These figures are subject to some qualifications arising from differences between State and Federal fiscal years, from differences in methods of bookkeeping, such as that some of the figures are based on appropriations rather than the exact actual expenditure, yet they do reflect the general outlines and trends of the State planning financial situation. From this over-all picture two significant facts emerge. First, the State planning movement has depended to a very large extent on Federal financial assistance. Second, and of equal importance, the State legislatures have recognized the importance of the work and year by year have increased State appropriations.

TABLE III.—Total expenditures for State planning, 1934-38

Fiscal year	Grand total	N. R. C. funds ¹	C. W. A., F. E. R. A., and W. P. A. funds ²	State funds ³
1934.....	\$522,575	\$51,575	\$400,000	\$71,000
1935.....	2,251,700	847,788	1,124,000	279,912
1936.....	3,368,260	466,667	2,412,000	489,593
1937.....	3,218,994	628,294	1,800,700	790,000
1938.....	2,068,342	⁴ 268,342	⁵ 1,000,000	800,000
	11,429,871	2,262,666	6,736,700	2,430,505

¹ Includes cost of drainage basin and other field studies sponsored by the National Resources Committee which are perhaps not properly chargeable in their entirety to State planning.

² Estimates.

³ Includes appropriations and estimated allocations from Governors' contingent funds.

⁴ To Jan. 1, 1938.

⁵ Estimate to July 1, 1938.

In table IV the expenditures by the National Resources Committee are further analyzed. In this tabulation certain expenditures are included which are probably not properly chargeable in their entirety to State planning work, such as the drainage basin ⁴ and

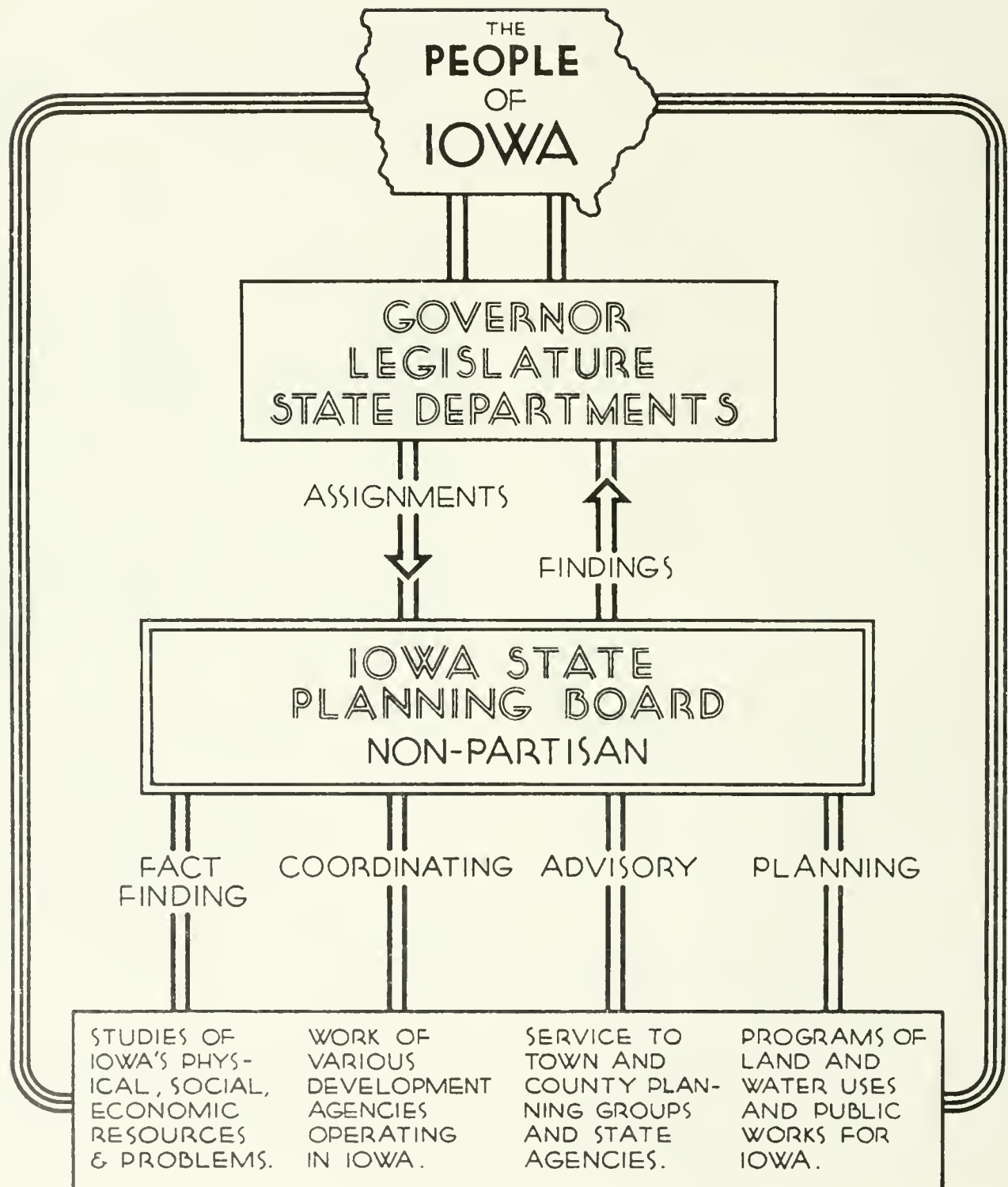
⁴ See National Resources Committee, *Drainage Basin Problems and Programs* (February 1938).

¹ Of the 194 State officials on State planning boards, 25 are from highway departments; 16 from State universities; 14 from agricultural college or experiment station; 13, health; 16, conservation; 11, taxation and finance; 12, Governors; 11, education; 10, engineers; and the remainder from other departments. Classified in another way, it appears that the agencies concerned with rural land use—agricultural colleges, experiment stations, conservation, forestry, and others—are the most strongly represented group accounting for 52 of the 194 official members. Engineering—highways, State engineers, public works, public utilities—is a close second with 44 members. Education—State universities and State departments of education—has 27 of the 194 official members. For a directory of the members of the State planning boards showing the departmental affiliations of the members, see Appendix.

² The State planning board projects are considered by Works Progress Administration officials to be among the best of their "white-collar" projects.

³ Satisfactory data are not available on the professional composition of the State staffs. The information for 33 States, covering both W. P. A. and State personnel, shows 95 classified as directors and technicians (with no indication of their professional background); 71 as architects and engineers; 49 as economists; technicians, and geologists (5 economists, 1 geologist); 91 as statisticians; 154 as draftsmen; 936 as clerks, stenographers, messengers, etc. Pay-roll titles, of course, need to be used cautiously in making a classification of this sort.

Iowa looks ahead



From "Iowa Looks Ahead," Iowa State Planning Board

TABLE IV.—National Resources Committee expenditures on State and regional planning, 1935–38

Fiscal year	Total expenditures	Washington office	District and regional offices	State consultants	Drainage basin studies	Water studies	Land planning	Columbia Basin report	Red River report
1935	\$847,788.37	\$6,656.98	\$50,075.94	\$180,014.19		\$224,375.19	\$380,666.07		
1936	466,666.60	31,759.41	105,705.64	186,180.96	\$30,729.01	62,551.88	31,112.87	\$16,840.65	\$1,786.18
1937	628,294.40	44,322.19	68,362.45	256,394.65	206,527.50	44,486.03	4,680.01		3,521.57
1938 ¹	268,342.31	24,377.26	80,086.58	38,735.97	76,893.37	44,685.34	2,176.73		1,387.06
	2,211,091.68	107,115.84	310,230.61	661,325.77	314,149.88	376,098.44	418,635.68	16,840.65	6,694.81

¹ First 6 months only.

water studies. The items for the operation of district and regional offices have been devoted partially for assistance to State boards, partially for the promotion of regional activities, and in some degree for the supervision of national studies.

The expenditures of the Works Progress Administration on State planning board projects for the Federal fiscal year 1937 ranged from less than \$10,000 to more than \$100,000 per State. The modal expenditure was in the range of \$30,000 to \$40,000 per State when the

States were arranged in \$10,000 intervals. Fifteen States fell in this group. In 18 States more than \$40,000 was spent during the year; in 13, less than \$30,000.

In table V the status of appropriations by the State legislatures for the work of the State planning boards is shown. For the 1938 fiscal year 32 State and Territorial legislatures have furnished funds, ranging from \$500 in Nevada to \$62,500 in Pennsylvania, and totaling over \$650,000. The table also shows the appropriations for the fiscal year ending in 1939. To the list given in the table for 1939 will probably be added others through the action of present legislative sessions. It should be noted that there is a discrepancy between the totals from State funds shown in table III and in table V. Table V shows only legislative appropriations; the total in the summary table III includes allocations from Governors' contingent funds and other like sources. Some States without legislative appropriations have furnished a sponsor's contribution from some such source in order to secure W. P. A. assistance. The encouraging aspect of this State-by-State tabulation is that such a large number of States have appropriated substantial sums to further State planning. State participation is not limited to any one section of the country, nor to the wealthier States; it is spread widely over the entire country.

General Status of State Planning

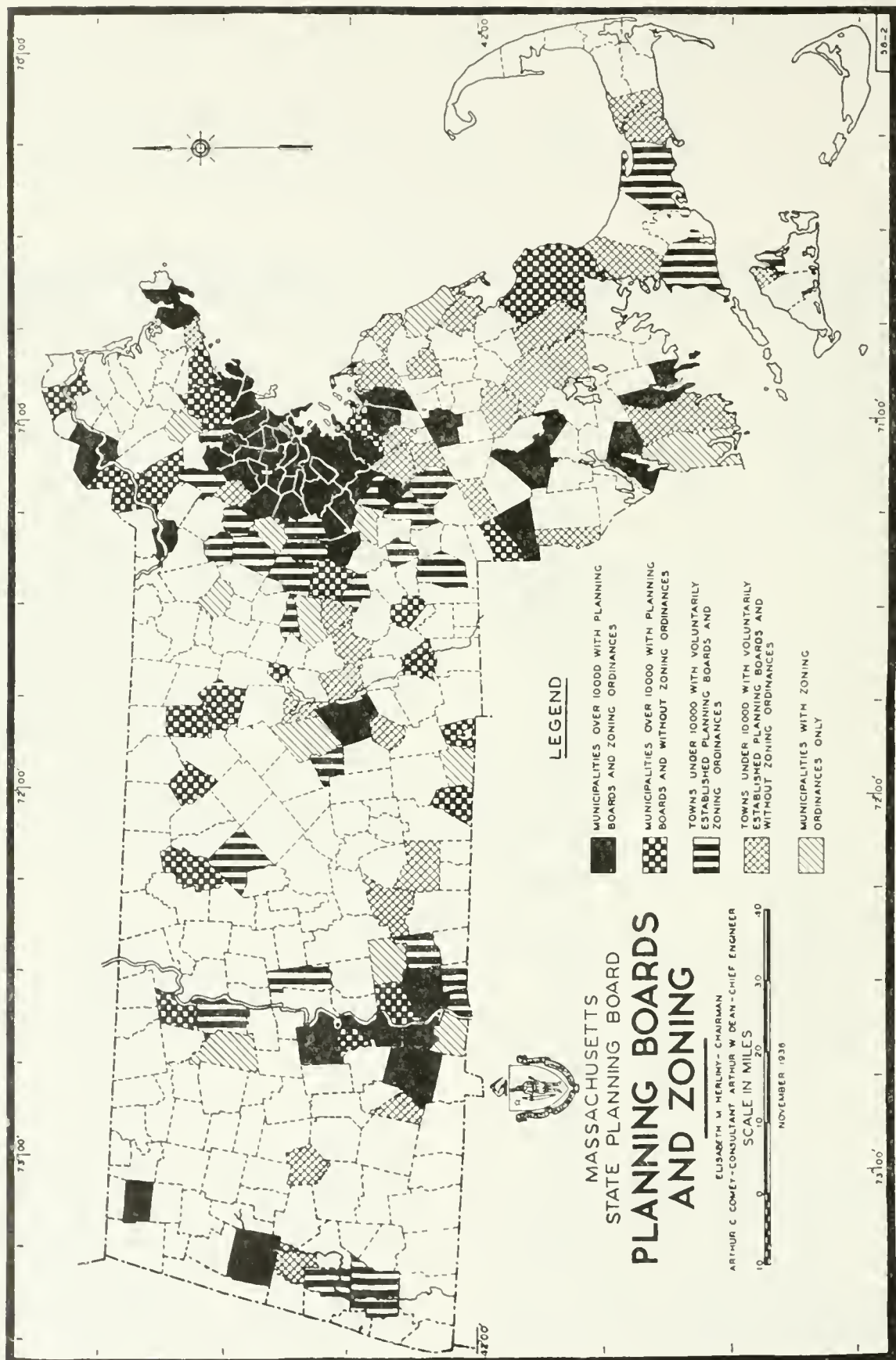
A description of the present status of the planning boards necessitates an analysis of their relationships to the older organs of State government, and of how they have fitted into the total governmental picture of the commonwealths.

The boards are normally appointed by the Governor and have been utilized by the Governors to varying degrees. In about one-half of the States the Governors have manifested considerable interest in the work of the planning boards. They have requested the planning boards to perform tasks varying in importance from furnishing "spot" information to the preparation of long-range plans for particular aspects of the work of the State government. In only about a half-dozen States, however, have the Governors utilized the boards to a degree approaching their full potentialities. The situation

TABLE V.—Appropriations by State legislatures to planning boards

State	Appropriation year ending June 30, 1937	Appropriation year ending June 30, 1938	Appropriation year ending June 30, 1939
Alabama			
Arizona			
Arkansas	\$5,000	\$15,000	\$15,000
California		12,500	12,500
Colorado	16,000	23,750	23,750
Connecticut	5,000		
Delaware			
Florida	25,000		
Georgia		15,000	15,000
Idaho	12,500	14,175	14,175
Illinois	15,000	25,000	25,000
Indiana		20,070	20,070
Iowa			
Kansas ¹			
Kentucky			
Louisiana		12,000	
Maine			
Maryland		3,000	
Massachusetts		44,000	
Michigan		25,000	25,000
Minnesota			
Mississippi			40,000
Missouri	5,000	10,000	
Montana	8,000		
Nebraska		23,000	23,000
Nevada		500	500
New Hampshire		21,028	24,914
New Jersey		21,400	
New Mexico	1,250		
New York		43,000	46,650
North Carolina		7,500	7,500
North Dakota	12,500	10,000	10,000
Ohio			
Oklahoma	37,500	35,000	35,000
Oregon	22,750	15,000	15,000
Pennsylvania		62,500	62,500
Rhode Island			5,000
South Carolina			12,000
South Dakota	7,000	5,000	5,000
Tennessee	15,000	37,000	37,000
Texas		33,000	33,000
Utah		7,500	7,500
Vermont		12,000	12,000
Virginia ²			21,000
Washington	6,000	16,325	16,325
West Virginia			
Wisconsin	50,000	50,000	50,000
Wyoming		5,000	5,000
Alaska		7,500	7,500
Hawaii		17,500	17,500
Total	243,500	652,248	647,884

¹ Financed to Mar. 1, 1939, by grant from a private foundation.² For the period April 1, 1938, to June 30, 1940.³ Financed by a private foundation from May 1934 to July 1, 1938.⁴ When the above table was prepared appropriations for 1939 were pending in several State legislatures.



in about one-fourth of the States is that the Governor is apathetic or indifferent to the work of the State boards.

The planning boards normally have a closer relationship to the Governor than to the State legislature, yet in about one-third of the States the planning boards made concrete recommendations for legislation during the last legislative session. In a larger proportion of the States the planning boards have been able to make available to the legislature information of value in the legislative process. In other instances the planning board has sought to remain in the background, leaving to the regular State departments the promotion of legislative proposals arising from the work of the board and its staff.

In their relationships with the State administrative departments the boards have sought with varying degrees of success to bring a recognition of the necessity for interrelating the planning of the different State activities. The development of proper relationships with the State departments is essential for planning. One of the chief obstacles to the inauguration of planning has been the difficulty of bringing to the State departments an understanding of the nature of planning and an assurance that planning would not encroach improperly upon their functions. One of the most effective means of establishing appropriate relationships with the State departments is through the attendance of departmental heads at meetings of planning boards. In fact, they must participate in the planning process. A measure of the degree to which the responsible State officials have deliberated in the planning process is furnished by the frequency of meeting of the State boards. Only in about one-third of the States do the State boards meet monthly or more frequently. Others meet at intervals ranging from bimonthly to annually. Without frequent meetings and serious discussion the planning board is likely to become a board with administrative responsibility for the conduct of a program of miscellaneous research rather than an agency for the harmonizing of State activities through an over-all point of view.

In describing the position of the State boards in the matrix of governmental institutions, mention must be made of their relationship to the agencies of the Federal Government. In the earlier stages the boards were closely related to the Public Works Administration; during the entire period they have been in close contact with the Works Progress Administration. Among the Federal agencies most frequently mentioned by the State boards are the Corps of Engineers of the War Department, the Farm Security Administration, the National Park Service, the Forest Service, the Geological Survey, the Bureau of Air Commerce, and the Soil Conservation Service. In perhaps the majority of instances the State boards have initiated contacts with these units to obtain information and assistance, but as

the planning boards have progressed they have become more useful to agencies of the Federal Government. The groundwork has been laid, through these relationships, for a better interpretation of State and local needs to the National Government and a better understanding of Federal programs by State governments. In perhaps a half-dozen States substantial progress has been made in these directions.⁵

The Work of the State Boards

The State boards have engaged in a bewildering variety of activities. There stands out their participation in Nation-wide studies, such as the inventory of public works and the drainage basin work sponsored by the National Resources Committee, the recreation survey under the auspices of the National Park Service, and, in some of the States, the highway planning surveys inaugurated by the Bureau of Public Roads. In most of the States some attention has been given to the study of land and its relationship to the various activities of the State governments. A list of the activities of the State planning boards would be almost as extensive as a catalog of the activities of State government. A detailed analysis of their work has been published by the National Resources Committee.⁶

Worthy of special comment is the activity of the State planning boards in the stimulation of planning by counties and cities. Boards in about one-third of the States have been zealous in this work, considering the limits of their funds and facilities. The Massachusetts board has cooperated with the Massachusetts Federation of Planning Boards in reviewing municipal planning activity. In New Jersey the board has undertaken to sponsor an annual conference of local planning officials. The New York board sponsored a State-wide conference on planning and zoning jointly with the New York conference of mayors and association of towns. The Pennsylvania board has secured legislation enabling local authorities to plan and zone. In Iowa special attention has been given to the stimulation of local planning. The Virginia board has supported local planning where it felt that permanent results would be obtained. The Florida board has helped in organizing county planning councils. The Montana board has been particularly active in the promotion of planning by districts and counties. The situation there, as in many other States, is that "much of the results will be lost without continuous support and co-operation of the State." The Kansas board has made

⁵ An interesting example of the work of State planning boards in relating the efforts of Federal, State, and local agencies is the Chariton area project in Iowa.

⁶ *State Planning, A Review of Activities and Progress* (June 1935); *State Planning, Programs and Accomplishments* (December 1936).

The Works Progress Administration has in preparation, in collaboration with the National Resources Committee, a summary of the research reports of the State and local planning boards.

several county planning studies and is considering further work in this field.

The State boards have not, on the whole, arrived at the plan-making stage. Here and there long-range plans for specific governmental activities have been formulated and in a few instances the outlines of a comprehensive plan for the most beneficial use of the resources of the State are dimly perceptible. Most of the energies of the State boards, however, have been devoted to the collection of basic data, to the making of the inevitable adjustments necessary for a new institution. The collection of information, or the making of an estimate of the situation, is an essential step precedent to the formulation of plans, and the collection of data alone has value to the State and local government and to private enterprise.

An independent observer of the State planning boards has remarked that, "So far, the great bulk of planning work has been on the survey side. Ninety percent of all reports submitted deal solely with accomplishments in the field of research—investigations, studies, correlations of scattered information, map-making, charting, graphing.

"The value of these accomplishments is a real and important one. A tremendous amount of information has been brought together; much of it has never before been available; much has been available only in piecemeal form. For the first time, we are enabled to see the many relationships that exist between what have hitherto been considered different kinds of facts."⁷

Of more far-reaching significance than any concrete work by the State boards are certain achievements of an intangible character. The State planning boards have hammered home the notion that for the conservation of our resources, natural and human, and their best utilization it is essential to take a long view ahead and develop a systematic and orderly program for land use, transportation development, public works, water use, and other governmental activities. The resulting popular education has been of benefit. Within the State governments a similar process has been taking place. A substantial proportion of the State planning boards believe that their most important contribution has been in bringing together the officials of State departments to consider how their respective programs interact. For the first time a procedure has been established to correlate the long-range programs of the various State functions. Thus, the groundwork is being laid for comprehensive planning of the activities of the State government. In a similar way the State planning boards have brought a variety of State and Federal officials together for the specific purpose of coordinating their plans in order to serve the public more effectively.

⁷ Ralph B. Cooney, "The New State Planning Acts," *Public Utilities Fortnightly*, June 10, 1937, p. 739.

The public relations activity of the planning boards has been uneven. The publicity in the press has been on the whole favorable. In only two States is there evidence that the press reaction has been unfavorable to the planning boards. The boards coverage of the various special groups within the States has varied. They appear to have been most successful in reaching the chambers of commerce and similar business organizations. The public utilities have in a number of States placed data accumulated by their research organizations at the disposal of the boards and have had representatives on technical committees. In only a handful of States has there been an effective tie-up with farmers' organizations, although in many States the boards have close relationships with the agricultural colleges, State extension services, and the agricultural experiment stations. In a number of States the leagues of municipalities have become interested in State planning work. In general no interest in planning has been manifested by labor. The most striking comment from labor is by the former State Commissioner of Labor and Industry of Virginia, a leader of labor in the State:

The department of labor and industry is gratified that this work is being done and is certain that it will prove beneficial, not only to this department, but to all parties interested in the permanent prosperity of the working people and the industries of this State. These studies of the State planning board and its other studies of the natural resources of the State furnish the factual basis which is necessary for the development of any long-range plan for the protection and permanent prosperity of the laboring classes of the State and the sound future industrial development of Virginia.

In a few States, notably Pennsylvania, arrangements have been made for the extensive dissemination of planning literature in the schools. In Iowa, Massachusetts, Oklahoma, and other States a periodical planning news is a means for reaching a wide audience.

The growth of the State planning boards has occurred during a period of governmental confusion, a time of extraordinarily rapid change, a time of crisis. Under these conditions no adequate philosophy of State planning has been developed. The boards have been groping, experimenting, feeling their way. Approaches have been tested; fields have been explored, some found fertile, others barren. Yet these experiences have not been sifted; there exists confusion as to the lines of work which should be emphasized, the relationships which the State boards should have with other units of the State government, and the proper role of the National Resources Committee vis-a-vis the State boards. The time has come to bring together the experiences of the State planning agencies, and to attempt to evaluate that experience.

II. FUNCTIONS AND OPPORTUNITIES OF STATE PLANNING BOARDS

The General Nature of State Planning

The definition of the scope and objectives of State planning must precede any analysis of the position of the planning board in relationship to other agencies of State government and to the National Resources Committee "Until this is agreed upon," as one of the regional officers says, "neither the planning board's place, function, nor methods can be determined with any degree of unanimity."

Planning implies a deliberate and systematic effort to work out a balanced course of action over a period of time. State planning has come to mean the laying out of interrelated, long-range programs for the utilization and development of the resources of the State. In practice emphasis has been on the development of long-period programs for land use, for water use, for highways, for public works, and for other types of governmental activity involving capital outlays. The objectives of planning are to prevent the waste of and assure the most beneficial use of the resources of the State.

The process of planning involves three distinct phases. The first task of State planning is to obtain an estimate of the situation and the tendencies. If the conservation of land is in question, it is obviously necessary to know in detail the condition of lands in the State. What have been the trends of land use? What can the land be used for? The second phase of planning, which must proceed simultaneously with the third, is the formulation of a plan for dealing with the problem. Perhaps a 10-year program of purchase for forest and recreation purposes is a part of the solution, and such a plan is evolved with the collaboration of the appropriate State departments. Finally, the process of State planning involves the correlation of plans of the individual State departments. In this hypothetical situation it would be necessary to bring the long-range construction program of the highway department into gear with land-use program. Perhaps certain roads would be unnecessary with the completion of the land purchase program; replacement of those highways may, therefore, be stricken from the highway program. The department of education must prepare to modify its program in the light of the changes occurring in the area. The local governmental structure may require modification.

Planning thus involves an analysis of the present situation and a projection of present trends to the end that, within the powers of government, desirable movements may be encouraged and steps taken to

prevent the continuation of the undesirable, such as the destruction of land in the example just mentioned. State planning, by drawing a picture of the attainable future, possesses an extraordinary opportunity to capture the imagination of the people, and to provide guides and aids to assist the politically responsible State officials to achieve the objectives of the plan and to promote the general welfare through the more effective utilization of resources.

The conception of State planning does not, however, contemplate that the State planning board will become an all-powerful agency with authority to effectuate its plans. That is the function of the Governor, the legislature, and the regularly constituted State administrative departments. The functions of the State planning agencies must be, and must remain, advisory in character. The exercise of authority by the planning agency to compel State departments and local governments to adhere to its plans would be disastrous for the planning agency. Apart from the inexpediency of making plans mandatory, there is serious question whether the State planning boards are, or could be, adequately equipped to assume these responsibilities. An advisory agency, however, need not be insulated from the other departments of the State government. The board should be so situated that its advice would be heard, considered, and, if sound and practicable, heeded. Otherwise the morale of its staff will ebb and the board itself can hardly flourish in a field of futility.

It is also unwise to vest the State planning board with any administrative responsibilities whatsoever, except, of course, for the supervision of its own staff. Energies and appropriations would inevitably tend to be concentrated on the accomplishment of the minutiae of the day-to-day tasks of whatever administrative function is assigned to the board. The strategy of institutional survival, however, requires that the planning boards stress activities in a relatively definite field of readily perceptible significance to the public and to the State departments, but outside of and complementary to the current work of the regular departments. In those States in which the planning boards have become most firmly established, their position of peculiar importance is derived from the fact that they are not operating or "line" agencies. And that, of course, is essential to the idea of planning. Moreover, if the planning board is vested with responsibility for the performance of a line function, it must compete with other line functions for legislative support. If it is not a

spending agency, it may come to be viewed by the legislature as a "money-saving" agency in a different category from other State activities.

In the discussion of the functions of State planning boards it is sometimes assumed that a clear-cut pattern may be evolved which would be equally applicable to all States. Although there inevitably will be certain elements common to the planning programs of all the State boards, there must be a wide margin for variation in the content and emphasis of the planning function from State to State. Planning does not stand alone, but must concern itself with, and derive its vitality from its contribution to the solution of, the most pressing problems within each State. Many of those problems differ from State to State, and no stereotyped conception of State planning can alter the fact.

To be effective State planning must be long-term, comprehensive planning. Yet this inherent factor in planning creates a difficulty since the planning agency, especially in its formative stages, needs an atmosphere of accomplishment in which to operate. Long-range planning does not necessitate divorce from present problems. Its purpose is to influence present action in the light of the long-term plan. The planning movement must get across the fundamental idea that long-range planning is not an academic anticipation of remote problems. Most current governmental action is more influenced by the future than the past. It is sometimes said that current actions are a projection of the past; but it is probably more nearly true to say that the present is in anticipation of the future.

As plans are evolved, current undertakings will constantly be overtaking the plans. If the planning job is well done, the highway, school house, dam, and institution on this year's construction program will be vividly related to the traffic, school attendance, and water needs of the future. Yet there is practical appeal to the statement that "With enormous sums being expended annually upon highways, institutions, recreation, schools, and the like, the planning board can ill afford to ignore these immediate opportunities for service and concern itself only with the problems to be solved in the distant future." The question immediately occurs, can the planning authorities give informed advice, as planners, on these current undertakings until they have formulated their long-term plan?

A fundamental problem in fixing the role and function of the State planning agency is the necessity for developing an attitude which will permit a constantly changing technical content of the programs of the State agencies. The underlying, long-range objectives of State planning may remain the same for a long period of time, but the nature of work at particular times must vary with the immediate or anticipated public problems. If this adaptability and alertness are not instilled, State plan-

ning boards will become innocuous and static. It may come to be regarded as a public works planning agency and nothing more, for example. Implicit in these remarks is the notion that planning is a continuing process. The task of the planners is not completed with the preparation of a particular plan. Plans must be revised and extended; new developments and tendencies must be constantly observed.

The Scope of State Planning

It has been stated that the objective of State planning is to produce a balanced, long-term program leading to the conservation and most beneficial use of the resources of the State. To obtain a clear-cut impression of the scope of State planning, this definition requires elaboration.

The primary emphasis of State planning is in that sphere of human activity in which the State government customarily exercises authority, makes expenditures and renders services. That sphere is in constant process of change and the State planning authorities must take these adjustments into account. The New York State Planning Council, in its annual report for 1936, defined the scope of State planning, as follows:

Theoretically, the scope of State planning is as broad as the purpose for which government itself is instituted, that is, the promotion of the general welfare of the people. Anything that affects the general welfare of the people may, at some time, become an appropriate subject for the application of the planning or policy formulating process.

But the Council added:

Practically, however, the scope of State planning at any particular period will be limited to those physical, social, and governmental sectors in which State-wide developments or changes are taking place, or in which maladjustments are believed to exist. These maladjustments call for a reappraisal of past policies and methods.

Among the planning boards and planning technicians there has been no small amount of discussion on the issues of whether the State planning boards should limit their activities to "physical" planning or expand them to include types of "social" planning. If State planning is to be comprehensive planning, it must certainly include planning for activities of the State governments affecting both the physical environment and "nonphysical" matters. Nevertheless, for the immediate future, the major emphasis of State planning will tend to be on those types of State activity which affect the physical environment. Land, water, and public works ramify into every activity of the State governments, and give the State planning boards a task more than commensurate with their present staff and resources. These matters, moreover, are

more within the range of the present planning techniques. And the emphasis on "physical planning" is sound political strategy since it captures, reorients, and builds on the popular sentiment in favor of the conservation of natural resources and city planning. Yet the long-range objective must be to broaden the range of usefulness of the State planning agencies. Too prolonged concentration of attention on "physical" matters is likely to defeat the end of over-all planning.

The planners should not forget that there can be 10-year plans for the reduction of infant mortality as well as 6-year public works programs; 15-year plans for the elimination of illiteracy as well as 10-year programs of forest-land acquisition; 20-year plans for the reduction of juvenile delinquency as well as 10-year highway programs; 15-year programs for the reduction of industrial accidents as well as 10-year plans for water conservation. These welfare plans directed toward the conservation of human resources require more ingenuity and involve as many governmental agencies as the more prevalent plans for physical development.

Physical planning must avoid certain dangers, however. Physical planning must operate in a matrix of social and economic factors. The criteria of planning are social and economic as well as engineering; physical plans must be based upon an understanding of the social and economic needs of the State. In a land plan, for example, the demarcation of submarginal areas does not depend solely on the characteristics of the soil but on its proximity to markets, the type and costs of transportation available, the price and prospective prices of products, the price of fertilizer, competition of industry and its effect on farm wage rates, and a confusing variety of factors. In turn, a program for the utilization of submarginal land must consider the value to the public of alternative uses; forests for timber as against game refuges or parks. And each possible use opens up other questions, such as: How much lumber could the area produce, what would it cost, what would it be worth, and what can be done to ameliorate the lot of the people in the area? Reforestation is not for the purpose simply of growing more trees, but to conserve the soil, to furnish recreational areas, to control floods, to provide needed lumber, or for some other social or economic end. It is these ends plus the technical feasibility of the undertaking which must govern physical planning.

The conclusion is reached that State activities, therefore, and State planning, may be divided into two principal categories: (1) Those concerned with the physical environment, public works, transportation, land use, the control and conservation of water, minerals, and other like matters; (2) those concerned with the more intangible spheres of State activity, including the use of the police power, the social services. There is no sharp line between these spheres; they interact and

are related. Yet, in view of the existing techniques of planning and of the resources of the State boards, it is deemed advisable at the present stage to concentrate on the planning of those activities concerning the physical environment without, however, losing sight of the goal of comprehensive planning.

The foregoing analysis of the scope of State planning in terms of the scope of the activities of the State government has emphasized these boundaries to delineate as lucidly and forcefully as possible the core of State planning. The discussion ignores peripheral areas into which State planning imperceptibly merges. The scope and orientation of the functions of State planning boards are limited by the powers of State government, but the functions of State governments are intertwined with Federal and local activities. Many important State functions are financed in part by grants from the Federal Government. Other State functions must be planned and conducted in relationship to kindred direct Federal services within the State; in some States a large part of the land is in Federal ownership. Moreover, in some types of work the field is divided between government and private enterprise and public and private planning may be integrated to the end of a better utilization of resources. In one instance, for example, State, Federal, and private forest interests were compelled to develop forest management plans together to provide a sustained timber yield adequate to maintain a stable population in the area. In other borderline cases State planning boards may conduct studies which facilitate private planning, as in the case of industry location studies, although few planning boards are now equipped to do this sort of work.

The Analysis of Resources

If the objective of planning is to bring about an ordered and systematic utilization and conservation of resources, the first step in planning is to determine what resources there are and the present status of those resources. The great natural resources are land, water, and minerals. The objective of planning is the conservation of human resources as well. The estimate of the situation of resources is generally referred to as the collection of basic data. Obviously the collection of basic data cannot be inaugurated without some notion of the sort of problems to be dealt with or without a general conception of the kind of plan which will eventuate therefrom. The collection of basic data includes, among many others, the following fields of work:

Land studies.—The study of land problems is a primary responsibility of planning agencies. Plans for all types of governmental activities stem out of the condition of the land. A statement of what aspects of the land problem should be analyzed are beyond the scope of this report, but the collection of data about land

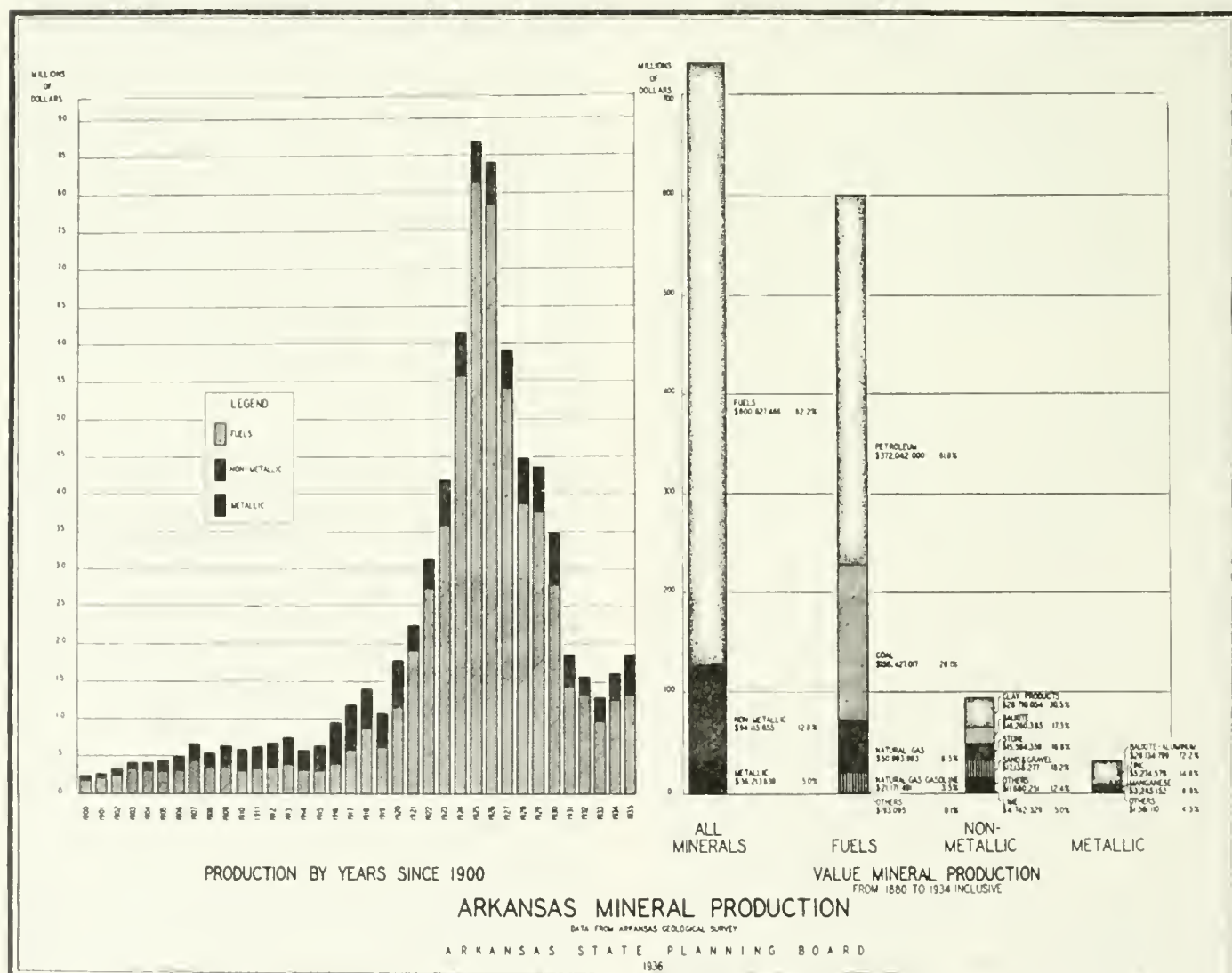
would certainly cover more than the character of the soil. For example, types of use, ownership, topography, intensity of use, degree of erosion, distribution of tax delinquency would need to be covered. There is definite need for constant, comprehensive study of land problems and programs. The Pacific Northwest Regional Planning Commission has recently adopted a resolution that such work be undertaken on a Nation-wide basis. Such a study must be made by local, State, and Federal agencies in collaboration and be organized perhaps on the model of the drainage basin studies, and likewise be revised at suitable intervals.

Land studies need not be predominantly studies to prepare programs for agricultural, forestry, or recreational uses. It is impossible to prepare such programs without considering the relationships of the urban to the rural territory. Sooner or later land-use studies will have to be interrelated with other broad planning studies. To develop a technique it would be valuable

to conduct in one or two States a survey designed to analyze the interrelations of congested areas and the surrounding country. One of the central problems is said to be the conflict of the urban and the rural. What is the nature of the issues? What is their basis? In what way do the interrelations influence planning decisions?¹

Water studies.—Another major resource is water. The consensus of the regional chairmen and counselors is that the drainage-basin studies should be continued; that the periodic conduct of a study of this sort has great value in educating the participants in the nature of planning and to the necessity for interagency and interarea collaboration in the solution of the problems concerned. Beyond these national studies, however, the State planning boards doubtless need to carry on more or less continuous work for the accumulation of more detailed data.

¹ The Kansas State Planning Board has already recognized these problems and in its program for the promotion of county planning emphasis is laid "upon comprehensive county planning embracing both rural and urban areas."



From "Compendium of Maps and Charts," Arkansas State Planning Board

Minerals.—In some States basic data on minerals also are collected. The problem of minerals, however, illustrates the limits of the scope of State planning. The exploitation of minerals has been a matter residing largely outside the sphere of governmental control, and hence, beyond governmental planning. Various types of minerals are gradually, however, becoming a public responsibility. If the collection of data with reference to minerals is to be related to planning, it will be concerned with those types of minerals gradually coming under public control. Or, perhaps, in certain States the collection of data concerning minerals will look toward developmental, rather than remedial planning.

Population.—The estimate of the situation must include an analysis of population factors, and this is a type of work which should be carried on by each State planning board. The collection of basic data is performed by the Census Bureau, but the State planning board has a wide field for analysis and supplementary study. Plans for governmental action of all types must be made in relationship to population factors. In the work of population analysis it is desirable to secure the participation of as many State and local agencies as possible in order to infiltrate into the administration the basic data accumulated and analyzed by the planning board staff. Population trends have obvious implications for the planning of highways, reclamation, power, public works, public-welfare activities, education, and other public activities.

Public finance.—The planning boards must formulate plans susceptible of achievement through the powers or financial resources of government. The limits of the financial resources of the State fix a frame-work within which the State must operate. Consequently a primary concern of State planning boards must be that of analyzing past revenues and expenditures of the State, projecting these revenues and expenditures conservatively into the future, to the end that a financial framework may be evolved within which plans for specific activities may be fitted. Such studies must also be concerned with the expenditures and financial resources of local governments since no small part of any plan for a State must be carried out through local governments.

Other resources.—Without further elaboration, it must be obvious that data must similarly be collected concerning the other resources of the State, such as transportation facilities, State institutions, and many others.

The Projection of Plans

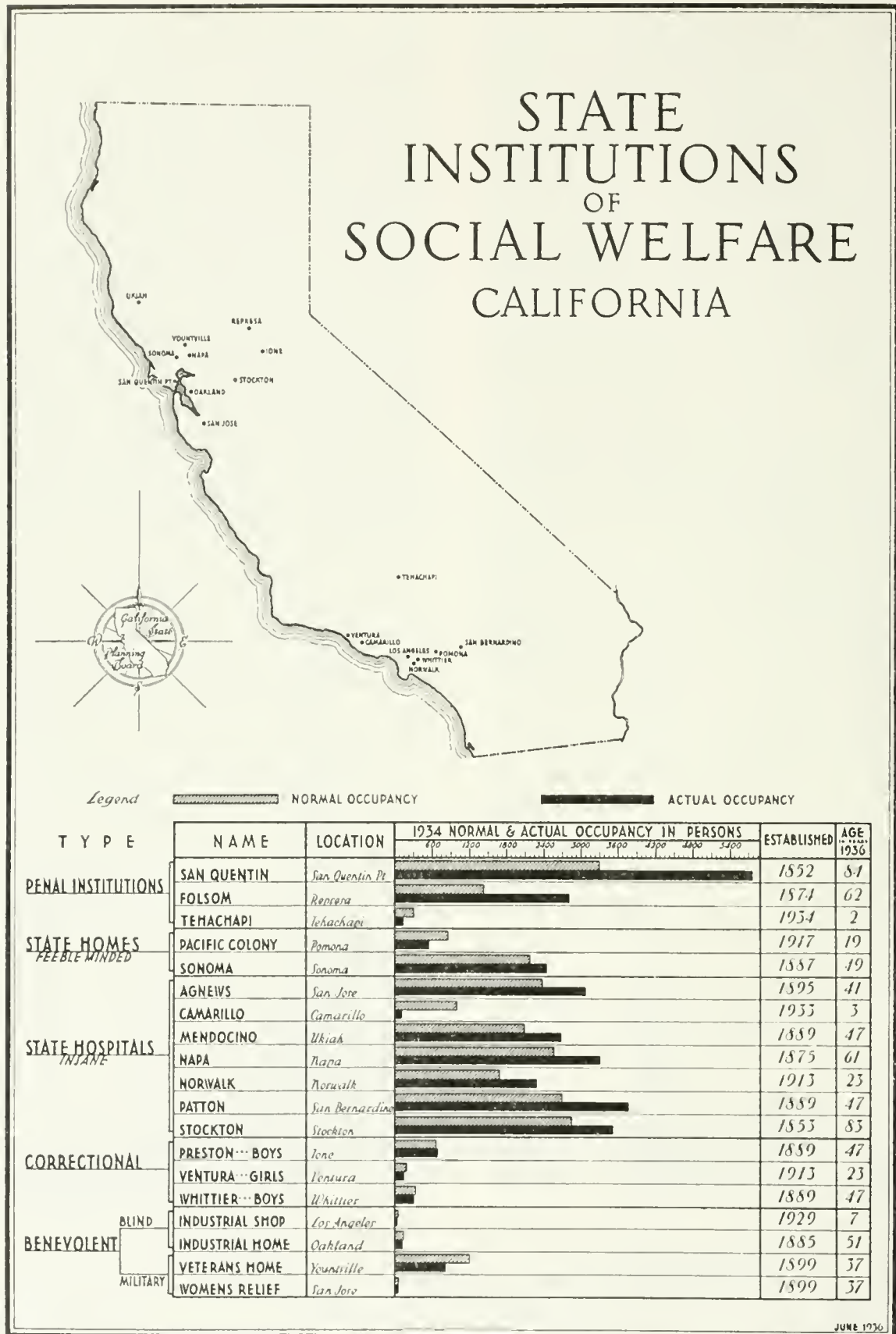
In the formative stages State planning boards have been beset with the problems of initial organization, of securing a foothold in the framework of State government, of supervising the work of large numbers of relief workers, and of evolving a theory and philosophy of plan-

ning. In the confusion it has sometimes been forgotten that the job of the planners is planning. And these are long-term plans, and the hope is to make them comprehensive plans. These plans must be carried out mainly through the organs of the State government.

The comprehensive plan may be evolved in one of two ways: (1) Plans for the activities within the jurisdiction of the individual State departments may be formulated and eventually brought into relationship to each other; (2) plans concerning a resource or a problem which concerns many State departments, may be formulated and eventually broken down into the parts which must be carried out by each administrative unit. The methods are not mutually exclusive and both have been used by State planning boards. Concentration on a problem transecting several State departments has the advantage of throwing the work of the individual departments into a broader perspective, of bringing the responsible officials into closer collaboration. In any case, however, responsibility for the carrying out of segments of a comprehensive plan must be assigned to the appropriate agencies of the State government. The purpose at this point is to indicate some of the segments which make up a comprehensive plan.

Land-use plans.—A plan for land use cuts across the activities of many of the departments of State government. A long-range program for the conservation of land will consist primarily of the programs for those departments immediately concerned with land use. What land is publicly owned? What land is to be acquired for forest purposes and at what rate? What is to be the long-term purchase program of the State park agency? What phases shall be carried out by the game commission? What shall the Agricultural Extension Service do in connection with agricultural land? What shall be the program of the soil-conservation agencies? What are the long-term programs of the Federal land agencies? The land-use program would, secondarily, concern other departments of the State government. The long-term plans of the department of education, the highway department, and others would be affected.

Water-use plans.—Water-use plans, like those for land, concern a large number of State agencies. A long-range plan for the conservation of water would, among other things, outline a program for the prevention of pollution, for the development of the recreational use of water, for the preservation of commercial fisheries, for the development of public water supplies and facilities, for the development of navigation for the industrial uses of water, and the generation of power if feasible. The plan for water use must include an analysis of the present status, and programs of specific works and control measures to be taken, listed in the order of their priority, and allocated for execution to the appropriate State and local departments.



From "An Introduction to State Planning," California State Planning Board

Public works inventories and plans.—Comprehensive programing of public works must grow out of various subsections of the comprehensive plan. A 25-year plan for the development of State institutions, for example, would find its way into a comprehensive public-works program or inventory. Although a long-term public works plan has other values, one of its primary purposes has been to facilitate the use of public works outlays to mitigate the severity of the business cycle. The acceleration of public works expenditures for this purpose absolutely requires advance planning to secure the maximum return for the outlay. Moreover, comprehensive public works programing involves the work of many State departments and thereby leads to closer correlation of all phases of their work.

The State planning boards can participate in the systematic national programing of Federal, State, and local public works. The National Resources Committee should assume the leadership in periodic, Nation-wide studies or inventories of public works. It will be necessary in carrying out this work, however, to furnish the State boards with more and better guidance and assistance than has been the case in the past. Possibly a critical review of the two inventories already undertaken would furnish a basis for the formulation of the techniques for the next undertaking. The work of the State planning board in this field, however, should not stop with the completion of one of those Nation-wide studies. Continuous attention must be given to the problem of public works planning, and, of course, more intelligent programing of public works will come as the goal of a comprehensive State plan is approached.

Other types of plans.—The examples of planning which have been mentioned uniformly involve the orientation of the program of various units of the State, and of necessity of the Federal Government, toward solution of a common problem. These have turned on physical resources, an obvious force compelling joint planning. And, there are others of the same type, such as a plan for transportation facilities. These cross-sectional plans, however, are by no means limited to those bound together by concern over a common physical problem. A long-range plan, for example might be evolved by agencies of the State government concerned with children. Such a plan would draw in education, institutions, the labor department, the health authority, the public welfare agency, and perhaps others.

The formulation of long-range plans for water, land, public works, transportation and other like matters must not ignore the plans centering on individual State departments. In fact, the long-range planning of these horizontal sections through State functions compels long-range planning of the other activities of the individual departments. A 10-year plan centering on the

services of the health department might indicate that the gradual expansion of the visiting nurse service would yield far more in terms of reduced mortality and morbidity than a water filtration plant included in a water or public works plan.

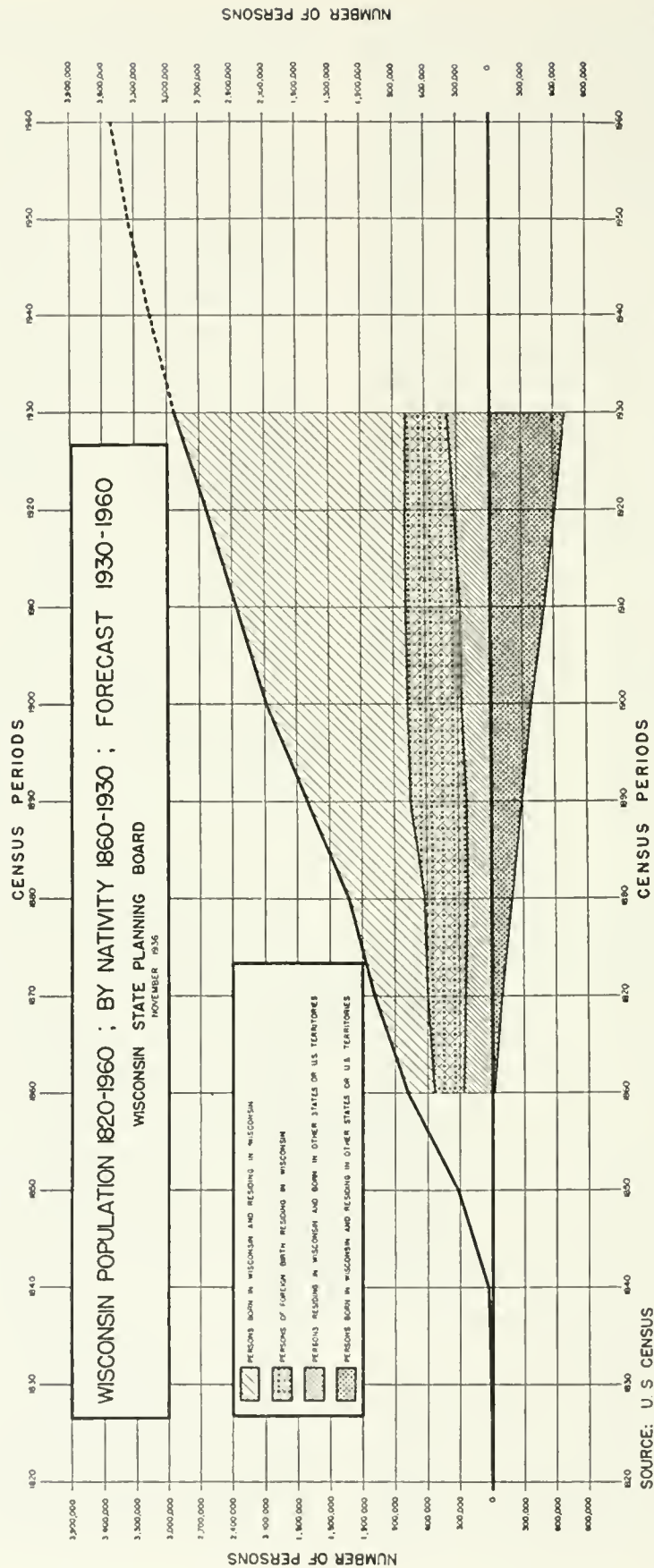
In the preparation of long-range plans for the functions of individual departments the State planning boards have a role to play. While the preparation of these plans is basically the responsibility of the department itself, a large proportion of State departments have been unequipped or hesitant to take a view of their programs in the perspective offered by a long-range plan. State planning boards through stimulation and assistance can encourage the development of plans in such areas as public health, public welfare, taxation as related to the utilization of resources, public utility policy, commerce, labor legislation, and general State and local governmental organization.

The Correlation of Plans

The planning process must aim toward a reconciliation, unification, or synthesis of the plans of the individual departments or plans evolved around a specific resource, such as land or water. The underlying presupposition is that by the consideration of the interrelationships of governmental activities in the perspective of time furnished by the long-range plan and in the framework of a single resource transecting various administrative departments, like water, a more balanced and correlated program for the entire Government may be evolved. Short-term programs may be laid and weighed against the larger picture of the comprehensive plan by the Governor, legislature, and other officials responsible for operating decisions. Decision on specific matters can be more intelligently made when the case is presented in relationship to relevant parts of the larger plan.

The correlation or synthesis of the programs or plans of individual State activities is one of the major opportunities of the State planning board. No other agency in the State government is charged with taking an overall, long-range view of the activities of the State government. This is a function for which the planning board is peculiarly adapted. It may be said that this is the job of the legislature or the Governor, but neither possesses continuity in personnel, staff assistance, or freedom from the pressure of day-to-day activities to do so. An agency such as the State planning board may bring the various State departments together in committees and in other ways, and stimulate the production of a more rounded State policy.

The coordination or correlation of planning is not to be confused with the coordination of current operations of administrative departments. Coordination in the planning stage of any activity has much greater poten-



From "An Analysis of Population Growth in Wisconsin," Wisconsin State Planning Board

tialities than coordination in the operational stage. If plans are worked out in relationship to each other, the chances are that coordination in operation will be greatly facilitated. Fear has been expressed that the State planning agencies might tend to become concerned with the coordination of petty detail. Where it is difficult to produce integrated, long-range plans, the coordination of detail may become an entering wedge for more basic work.

From another standpoint, an important field of coordination is open to State planning boards, viz., the coordination of Federal, State, and local activities. In many instances Federal departments, either through their own field services or through aided State agencies, are prosecuting their activities within the States without relationship to what other Federal and State agencies are doing. There is serious need for some agency which can bring the planning activities of these units together. The conduct of studies like land use, water resources, and public works necessitate this sort of collaboration. The success of attempts at collaboration will necessarily depend to a considerable degree on the relationships which develop between the National Resources Committee and other Federal agencies in Washington.

The obstacles to the correlation of the programs of different governmental agencies and functions need not be minimized. The problem is essentially one of the development of criteria for selecting the objects of public expenditure. As a larger and larger proportion of the national income is spent for public purposes the sphere of the price system with its freedom of choice of objects of expenditure is more and more restricted. Concurrently the necessity for developing methods by which public officials may select objects of expenditure which will bring the greatest utility or return and most accurately achieve social aspirations becomes more pressing. In a sense this constitutes the central problem of the productive State. If planning is to be "over-all" planning, it must devise techniques for the balancing of values within a framework that gives due regard both to the diverse interests of the present and to the interests of the future. The ultimate responsibility for decision is, of course, that of the Governor and the legislature.

In addition to the problem of developing techniques for determining preference as to purpose in public expenditure, an important consideration in comprehensive planning is that of establishing temporal priorities. In a 10-year plan for highways, for example, what projects come first? Why? The effectiveness of planning will depend to no small degree on the methods used for the determination of these priorities and the way in which the reasons for recommendations are presented. As the plan approaches comprehensiveness decisions as to priorities in time and preferences as to purpose become intermingled. These are knotty problems, but if planning is to achieve its purpose, they must be tackled.

This discussion of the nature which planning assumes as it becomes comprehensive brings up the question of the "master plan," a term which has appeared in a number of State planning acts. Let it be said in passing that this is not to be considered a map which is to be a binding framework, but rather a guiding background of maps, charts, suggested courses of action, and supporting materials—against which specific proposals can be set for consideration, to make sure that they fit into a larger picture and do not block the way of other desirable objectives.

Beyond the borders of the research and planning carried on by individual State agencies and apart from the function of coordination of the planning of these agencies, the planning board has an extremely significant role to play in fields of emerging importance. The trend is undoubtedly for State agencies to become channeled along certain lines. In the interstices between existing State functions new problems arise which do not receive the forward looking attention of any administrative agency. The problem becomes more acute, eventually there is a crisis, and the legislature must tackle the problem frequently without adequate information. The planning board should reach out and recognize these problems, carry on research, and carefully lay the ground for the time when action becomes necessary.

Auxiliary Functions of State Planning Boards

The foregoing tentative analysis of the major functions of the State planning boards states the ends toward which the State planning boards have been working. It leaves undescribed certain functions which the planning board must perform as a means of accomplishing the ends of planning. The more important of these auxiliary activities are research, the stimulation of local planning, and public education.

Research.—To prepare plans requires the maintenance of a research staff for the State planning board. The size and amount of work which will have to be performed by the planning board staff, however, depends largely on the conditions in particular States.

In States in which the existing State departments are well equipped to carry on research and planning in their own special fields the research activities of the State planning board will be of a different character than those in less well-equipped States. The place of the planning board in such States is to serve as a coordinating agency to insure that insofar as practicable or necessary the planning research of the various State departments is interrelated and to bring about the formulation of integrated programs of policy based on this research. The planning board itself may have to undertake the collection of data of interest to several State departments and undertake to fill the gaps in the research of the State departments.

At the opposite extreme, there are States in which each State department is so small, so unspecialized, and so concerned with immediate necessities that no function of research or planning for policy is recognized in the State departments. In a State of this sort it is conceivable that the State planning board might be developed into the primary agency for research on questions of public policy for the State government.

The fact is that only a few State departments are equipped to carry on the research necessary to the planning of their programs. Planning boards will have important research functions. The circumstances suggest that in addition to the basic research for planning, the role of the planning boards in research would include: (1) The conduct of research and the collection of basic data of value to several State agencies; (2) the correlation, through proper methods, of the research pointing to planning already carried on in the various departments; (3) the conduct of research leading toward the preparation of plans for a specific activity with the collaboration or at the request of the department concerned; (4) the conduct of specific research tasks requested by the Governor or other State agencies. For the proper performance of these functions the planning board needs to maintain a more or less systematic current inventory of research work being carried on by other agencies in the State and in turn to keep other departments and agencies informed of its own activities.

Many types of research are beyond the proper scope of planning-board activities. Technical research such as is carried on in the laboratories of the health department and the State highway department are obviously beyond the sphere of the planning board. Research should not become an end in itself. Research and planning should not be confused. Conceivably a planning board with a broad and amply financed program of research might be of little utility as a planning agency, its efforts being confined to the production of voluminous reports to encumber the files and the library shelves.

State planning board staffs have already been called upon by governors, State departments, and legislatures to perform many miscellaneous research tasks. As the State boards come to be equipped with better staffs additional requests for service of this kind will undoubtedly occur. As a practical matter the State planning boards cannot, and should not, refuse to undertake this work, although it is fair to suggest that agencies making such requests should see that special financing is made available to the board for their prosecution. The boards must keep to the fore, however, their major task, the continuous preparation and revision of long-range plans.

The planning research of the State planning boards has a wide range of usefulness beyond the specific purpose which brought about its initiation. Data accumulated frequently prove valuable in the most unexpected quarters, both governmental and private. The planning boards should, of course, through their diverse connections make the information available where it may be useful. Many types of business enterprise, in planning their activities, can bring about a more economic utilization of resources by virtue of the data accumulated by the planning boards. "As official research agencies, enjoying rights in law denied the private investigator, State planning boards," a writer in *Public Utilities Fortnightly* points out, "deserve the enthusiastic support of the utilities. No group of private enterprises can use the information which they are assembling to greater advantage."² The same material is of value, and has been used, for the benefit of local tradesmen, paper manufacturing companies, and other types of private enterprise.

Local planning.—The stimulation of local planning is a sphere of equal importance with basic studies of land, population, water. The renaissance of local planning will in itself constitute an achievement of major importance and it will at the same time strengthen the position of State planning boards. Large segments of any plan, national, regional, or State must in final analysis be effectuated through the agencies of local governments. Local works and local police regulations constitute an integral part of any plan for a larger area. Local planning needs to be articulated therefore with planning by larger units.

The existence of a network of functioning local planning boards would create a channel for popular education on the objectives of planning, a training ground for lay and official members of State planning boards, and a substantial democratic foundation for the entire planning movement. Through the State planning boards miscellaneous Federal services (now without adequate field forces) of urban interest could reach the cities. Furthermore, there has come to be a definite Federal interest in the existence of adequate local planning and zoning regulations. The contingent liability of the Federal Government on the mortgages insured by the Federal Housing Administration and the present Federal mortgage holdings under the Home Owners' Loan Act give the Federal Government the largest single stake in urban real estate and therefore a ground for concern over the protection which urban planning and zoning can give its investments.

Local planning is no longer limited to the cities. Grazing districts, rural zoning,³ soil conservation dis-

² Vol. 19, p. 739 (June 10, 1937).

³ See V. W. Johnson, "Rural Zoning Improves Land Use in Wisconsin," *Soil Conservation*, November 1937, pp. 133-143.

tricts, planning districts composed of several counties, and other devices, formal and informal, have arisen in a serious effort to cope with the problems of rural land use. There has been fear on the part of some State planning boards that the soil conservation districts, with their tendency toward single-purpose planning, might hinder comprehensive planning. Urban and rural, and different forms of rural, planning certainly must be interrelated. Experience with the soil conservation districts will constitute a demonstration of the planning idea and their operation will hammer out techniques and maxims of planning. In those States with soil conservation district laws the appropriate officials should receive the cordial cooperation of the State planning boards. An effective liaison of the soil conservation district and agricultural planning organizations with State planning work can be provided through membership of representatives of these agencies on the State planning board or the board's land planning committee.⁴

A long-run objective of the planning boards in dealing with local planning agencies should be to broaden the interests of the local boards.⁵ The relatively narrow conception of the "City Beautiful" seriously retarded the local planning movement for many years. National and State planning must have a strong foundation of comprehensive local planning. The effectuation of a water-use plan, for example, demands the participation of local health departments, local water departments, local public-works agencies, local councils, local recreation units, and others.

Development of citizen understanding.—In a democracy, planning can succeed only if it has the support and understanding of a substantial body of citizens. To make the public "planning minded" is therefore one of the important functions of a planning board. Out of the work of the board there can flow a stream of information to show not only the general public but particular groups how the board's proposals are of significance and benefit to them. The channels for such public education have increased in recent years. Forceful, simply worded, dramatically presented, colorfully illustrated pamphlets and reports; material for the newspapers; the radio; the film (such as *The Plow that Broke the Plains*, *The River*) speeches—all these are devices whereby the boards, in the words of one of the regional chairmen, "can furnish horrible examples of the waste and extravagance of lack of planning, can give splendid examples of the savings and benefits derived from plans already made and can point out future

benefits, and in fact the impossibility of proper and economical physical development, local, State, and national, without planning."

Planning and Representative Government

A theoretical, but practically important, question is raised when the relationship of planning to representative government and its potential utility as a tool of representative government are considered. To assay the potential role of the planning boards in representative government necessitates an analysis of the more fundamental problems faced by representative government in a modern society.

The task of representative government in a democracy is to assure adequate and fair consideration of the interests of all groups and interests within a society. Representative bodies were founded on and continue to exist upon a presupposition of a relatively simple and homogeneous society, since only under such conditions can a representative body cope with the problems of government. The difficulties of representation, on a geographical basis, increase with the proliferation of admittedly legitimate special interests. The representative is beset with a more and more difficult problem of identifying the general interest, which it is the end of representative and democratic government to promote. Superficial critics are wont to dismiss the present plight of representative bodies with aspersions on the character and competence of individual legislators. The problem is far more fundamental than that. Members of legislatures are quite generally of the best of their constituents. Legislatures are driven by the sheer limitations of time and human capacity to disintegrate into an aggregate of specialists, loosely held together, and unable to consider the multifarious activities of government as a composite whole. It is of the essence of representative government that the whole people be represented.

The same problems which call for almost superhuman ability in the legislator confront the administrative branches of all levels of government. It is inaccurate to speak of "the" administration; it consists rather of a series of special interests in a sense no different from other pressure groups. Each service has its own constituency and each is concerned primarily with advancing its own cause. The weaknesses of representative government cannot be corrected by an abdication of the legislatures to the administrations. As now constituted the administrative branches are no more able than legislatures to consider governmental policy as a coordinated whole.

The fundamental influences which have brought about a crisis in representative government may be traced to the development of a high degree of specializa-

⁴ In Oklahoma, for example, the law provides that the chairman of the State soil conservation committee shall be a member of the planning board. In other cases a similar result occurs through overlapping membership of the two agencies.

⁵ On the potential role of planning boards in relationship to education, see Advisory Committee on Education, *Report* (February 1938), pp. 189-91.

tion or division of labor within society itself. This heterogeneity within society has had its impact on legislatures and on the administration. Moreover, there has been a concurrent growth of the functions of government. This expansion, apart from the sheer growth in volume of work, has had a profound influence on representative government. As long as the functions now performed by Government were carried on as private activities an elaborate system of private relationships geared them together and governed their relative importance. Outside the sphere of government, contractual relationships, customary status, supply and demand perform the function of coordination. Transferring these activities to government creates a need for a conscious and deliberate coordination both of policy making and operation.

It needs to be said, of course, that these tendencies toward social specialization and division of labor have in a sense generated the problem of correlation. Division of labor, with its accompanying tools, transportation, communication, and exchange, has created interrelationships which never before existed in the present degree. Cities, villages, and countryside have figuratively been woven into a social fabric. A tear at one point is soon transmitted to another. This social unity demands that every governmental act be considered in relationship to others, or that an over-all view prevail. The concurrent developments in Government have been described as an overburdening of legislative bodies and a disintegration of the administration. The process might be described as an atomization of government in the face of an increasingly interdependent society.

A special difficulty of representative government in the United States arises from our relatively rigid division of functions between Federal, State, and local governments. The proposition has been advanced that an essential element of representative government is that adequate and fair consideration be given to all interests in society. When closely related functions affecting the same people in the same territory are fortuitously allocated to different units of government, with widely differing financial resources, it is only by chance that policies, priorities, and programs are concurrently adopted and followed which really reflect the interests of the people within the area. The institutional mechanisms prevent a weighing of all the alternatives; each governmental unit considers its own sphere of activity without careful relationship to the work of the others. Thus, the difficulties of representative government brought about by the growing complexity of society are compounded by the peculiar features of our governmental structure.

How can planning, and more specifically, State planning, be fitted into this complex governmental

framework? First, let it be said, that whatever agency is created must be moored to the chief executive. Only that official is compelled to take an over-all view.⁶ Second, the diverse activities of all units of government must be pinned down to a territorial base, and that base must be the State. And, the major efforts must be concentrated within the administration to the end that the administration will become representative as well as responsible.

The State planning boards have an obvious function in interrelating State, Federal, and local planning activities. They need not be agencies for the coordination of current activities. The major problems of coordination in operation owe their birth to piecemeal planning. To achieve coordination in planning will require greater delegation of planning functions by most Federal agencies to the field. It will certainly be found that coordination in many instances must be preceded by Federal legislative action since administrative conflicts are so frequently traceable to legislative policy. The State planning boards are in a position to become of great aid in the formulation and testing of Federal policy. Recommendations adequately supported and presenting a reasoned reconciliation of all interests within the State should be more welcome in Washington than urgent complaints to remedy recurrent crises arising from lack of planning.

A long range objective in these activities should be to secure greater flexibility in Federal policy based on adequate information. An interesting start would be to conduct experimental studies in a few States of State, Federal, and local capital outlays over the last 10 years with the objective of ascertaining what differences in emphasis there would have been had the general interest of the State been considered. Would there have been more pollution control, less navigation? More or less highway construction? What kind of highway construction? More schoolhouses? The same sort of study could of course be extended to current outlays. How is the ideal of representative government distorted by traditional and customary expenditures occasioned by the chance division of functions among Government?

By the promotion of more continuous contact among the technicians and policy officials of different government activities, both Federal and State, the State boards may in the long run develop a more representative administrative service. Government becomes specialized, requires the services of experts, and may tend to become government by technicians. By bringing each specialist to consider his problems in the light of those of other technicians it is possible to mitigate the parochialism of the expert. Indeed, this is a major

⁶ The place of the planning board in the structure of State government is more fully discussed in part III.

opportunity of the planning agencies. The loyalty of the permanent public servant to his bureau, division or service is at its best the driving force in the performance of striking public service; at its worst, arrogance, narrowness, and disregard for the public interest. Potentially planning can, in the upper reaches of administrative hierarchies, transmute these narrow loyalties into a loyalty to the larger public interest.

In the planning process an essential feature is that the planners be only in an advisory position to the chief executive. The task of the executive and legislators is immeasurably lightened if they have before them proposals which have received comprehensive consideration, i. e., in relationship to other relevant activities of the Government. The question then becomes less one of how much pressure a particular administrative unit can exert, than how this particular proposal fits into a general picture of public needs.

The existence of representative government, of course, is not based on institutional machinery; it must rest on a disposition and desire of the people for that kind of government. It must rest on a willingness to compromise, a widespread tolerance. These more fundamental factors are determining. Has planning

any potentialities in the maintenance of these fundamental factors which condition institutions? Obviously men are willing to compromise when resources are adequate to go around, when the outcome of the issue is not a matter of life and death. With the diminution of our resources compromise becomes more difficult; the stakes are simply greater. If planning can bring about a more economic utilization and conservation of our resources, it will contribute much toward maintaining the foundations of representative government. The genesis of dictatorships is to be found as often in the digestive processes of the masses as in the psychological abnormalities of the dictators. Representative government, moreover, rests upon a faith in gradualism, a general acceptance of the proposition that through governmental action a slow but certain adjustment of injustices will occur. Planning offers a method for the partial implementation of the theory of gradualism. It projects present consensus on gradualism and constitutes a promise of continuation. Moreover, faith in a dramatic, long-range plan may serve as a catharsis for the discontent which sometimes arises from impatience with the short-run errors of representative government.

III. THE POSITION OF THE PLANNING BOARD IN THE GOVERNMENTAL STRUCTURE

The relationships of the State planning board to other organs of the State government—the Governor, legislature, legislative councils and committees, the State boards and departments, and educational institutions—and to the units of the Federal Government operating within the State must be determined with regard to the functions which the planning boards should perform. The location and relationships of the planning board in the network of governmental agencies necessarily varies from State to State because of the different ways in which the States have distributed powers, functions, and responsibilities among their governmental agencies. Furthermore, the way in which the doctrine of the separation of powers is applied in the United States places upon any planning agency special difficulties that should be recognized. The relationships which will develop in the different States at different times cannot therefore be predicted. The following discussion is based on the experience of the State boards in dealing with these problems and constitutes an approximation of what is generally believed to be the best practice.

The characteristics of the functions of the State planning board which are influential in determining its relationships to other governmental agencies appear to be the following:

1. The board should be advisory in character. It is interested in devising plans, for public use, pointing out the possible consequence of projected action, and leaving the responsibility for the decision of questions of public policy squarely on the legislature, the Governor, and the State departments where it belongs.

2. The board should have no administrative functions, save the responsibility for the administration of its own program of research. The boards have constantly had to resist efforts to place on them the responsibility for the operation of administrative programs and they should continue to do so.

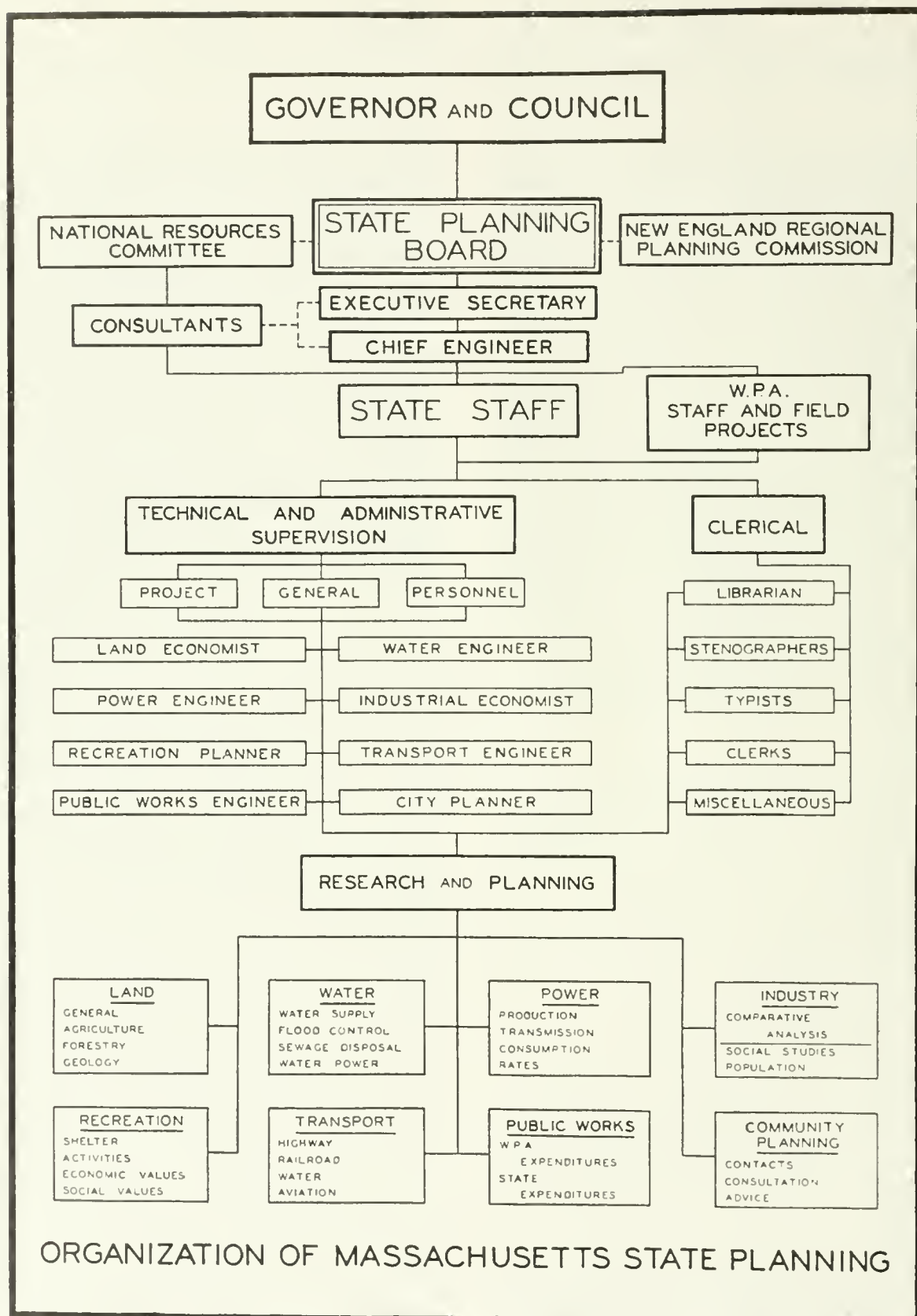
3. The planning board is dedicated to the cause of comprehensive, long-term planning. It is interested, to be sure, in the planning of the programs of individual governmental activities, but it has a mandate to consider in a long-range framework, the interrelationships of the work of all departments and activities of the State government.

If the foregoing principles be accepted, how is the planning program to be fed into the governmental machinery? Phases of plans can be effectuated through the action of individual administrative officers under

existing legislation; other aspects require the intervention of the Governor or some other overhead agency to bring concurrent and interrelated action by two or more State departments under existent legislative authority; other features of planning programs require legislative action. What are the appropriate functions of the State planning board in these processes? There are set forth in the following pages maxims of practice which by no means constitute the final word but do reflect the experience of State planning boards up to this time.

Relationship to the Governor.—What should be the relationship of the State planning board to the Governor? There seems to be no disagreement to the proposition that the planning board must be closely attached to the Governor and will generally be appointed by him. If it is to coordinate the planning for various State functions, it is in a better position to secure the collaboration of the State departments if it has the support of the Governor. If its work is to be considered in the formulation of public policy, there must be a ready channel of communication between the board and the Governor. If it is to justify its status independent of other State departments, it must become a general planning staff for the Governor. Its position in relationship to the Governor would become somewhat analogous to that of the budget agency. When a Governor accepts the advice of the budget department, the budget becomes the Governor's budget.

While the statement of the appropriate relationship is simple, there is considerable difficulty in evolving a practical working relationship with the Governor. It is desirable that the board's actions and recommendations be kept free from the accusation that they are under the Governor's domination; and it is equally desirable that the Governor should be made to feel that he can rely on the board to give unbiased advice. In one State the Governor is honorary chairman of the board; in certain other States he is chairman. With a partisan division between the Governor and the legislature, it is said, "To cast one's lot too completely with the Governor or to ally the State planning board too intimately with his program, might make it impossible to secure adequate support for the entire program in the future." Should the State planning board be allied with the program of the Governor under any circumstances? A regional officer states in his conception of the problem: "The board should not be closely attached to the Governor in the ordinary political sense,



From "Progress Report, 1936," Massachusetts State Planning Board

nor should it be closely under his personal domination; it should be understood as a continuing, nonpartisan body, serving the State as a whole." Yet the boards and their staffs must "be possessed of a certain amount of political sagacity if they are to exist." No general rules can be formulated to make up for a deficiency of this political sagacity in dealing with particular situations.

The long-run objective, if the boards are to be of any significance, is to weave into the fabric of governmental theory and practice the idea that the boards are to serve as general planning staffs of the chief executive.¹ The general staff conception will, of course, devolve upon the board the duty of performing a wide variety of research tasks for the chief executive, which has, and will, cement the relationship between the Governor and the board. In one State the board succeeded in establishing a working relationship with the Governor only after it had built itself into the confidence of the State departments. Incidental and unpremeditated references to the work of the planning board made to the Governor by the department heads finally drove home the notion that there was an agency which could be of great value to him.

Relationship to the legislature.—If the State planning board is to be a planning staff of the Governor, what can and should be the relationship of the board to the legislature? If the planning staff idea were applied rigidly with due regard to administrative nicety, the only relationship of the planning board with the legislature would be through the Governor. The Governor might transmit to the legislature reports and findings to the board with or without his endorsement. In most of the States, however, there are practical difficulties in the maintenance of this sort of status. The planning boards need the support of the legislatures and arrangements are necessary to enable the legislature to use the services of the planning boards and their staffs. The following appear to be workable maxims to guide relationships with the legislature:

1. It is proper for planning boards to aid the Governor and other State departments in collecting data to support proposed legislation and even to draft bills, if requested, but the responsibility for the promotion of the legislation in the legislature should be that of the Governor or the State department. And credit should go with the responsibility.

2. The State planning board and its staff should stand ready to furnish technical assistance and information to the legislature on specific request. The State board should avoid an attitude of active advocacy but should appear before legislative committees to explain, interpret, or estimate probable effects. One of the

chief values of the planning board to the legislature is that it is able to advise on the relationship of specific proposals to the general situation and to the plan.

3. The planning board must, of course, miss no opportunity to disseminate among members of the legislature, as well as other persons of influence, the general objectives of the planning program.

4. The planning board must, as all rational men would, carefully consider the attitude of the legislature in formulating its programs. Observation of the general attitude of the legislature, after all, gives a fairly accurate conception of what is within the realm of possibility.

5. The State planning boards are in a position to gain the special confidence of the legislature. Members of legislatures are inclined to view the recommendations of the spending departments with some skepticism. The planning board, as a nonspending agency, can come to be regarded as a trustworthy source of unbiased information. The planning board, however, must so conduct its relationships with the legislature as not to gain the enmity of State departments, and not to conflict with the Governor's program.

6. A type of relationship which has been used and, under expedient circumstances, might be of further use is to have members of the legislature serve on technical or subcommittees of the planning board. Such appointments should not be made because of membership in the legislature, but because of interest in and ability to contribute to the work of the committee.

7. The question arises whether the chairman of the planning board should be designated as a member of interim commissions or committees created by the legislature to make special studies. This practice has been followed without deleterious effect, but in the long run it might be sounder practice to make the facilities of the board available to such committees rather than for a representative of the board to serve on, and assume responsibility for, the recommendations of the committee.

Relationship to legislative councils.—In a few States the question of relationships to the legislative council, a body consisting of members of both houses of the legislature assisted by a research staff, has arisen. In general the relationships of the planning board to the council should be the same as the relationship to the legislature. There is a differentiation in the functions of the council and the board and there is ample room for both in many States.

The planning board must serve as a catalyzer in the coordination of the planning of the various State departments acting under existing legislation. The facilitation of this coordination is beyond the range of activity of the legislative councils.

The planning board is interested in long range problems to a greater extent than the legislative council can

¹ It is suggested that, in fulfillment of this role, the State planning board report to him upon any matter concerning which it has, at the instance of the Federal planning agency, reported to it.

be; the staff of the council tends to be absorbed in the study of questions referred to it by the legislature and, during the sessions, by the hurried assembly of information and the drafting of bills. The planning board can obviously be of service to a legislative council by carrying on more extended research and longer-range planning than the council staff.

The planning board is purely advisory; the legislative council formulates a legislative program with the intention of sponsoring it in the legislature. The legislative council has a responsibility for an immediate program which the planning board does not have.

Between the staffs of the planning board and of the legislative council, there need be no overlapping or friction. The staff of the legislative council must survey data assembled by a thousand and one agencies, including the State planning board, assimilate and digest the material, and present it in a form which extremely busy legislators can read and readily understand. The staff of the legislative council, being directly responsible to the legislature, is an agency which can gain the confidence of the members of the legislature to a greater degree than any other research unit. The legislative council, therefore, may facilitate the operation of the representative body in ways not open to any unit which the legislature does not look upon as its own agency.

There remains undoubtedly a practical problem in working out the relationships between the State planning board and the legislative council and their respective staffs. Nevertheless, there is a sharp differentiation in their functions; there is an important place for both. A legislative council can never perform the functions of a planning board.

Relationship to the budget agency.—The State budget agency and the State planning board constitute two separate and distinct staff agencies to assist the executive. The planning agency does not have the function of making recommendations on current expenditures within the purview of the budget agency, but it can facilitate the work of the budget agency in several ways. The planning agency must in the formulation of its plans consider the long-term capital budget and it is in a position to advise the budget agency on all sorts of financial commitments for the future. As long-range plans are developed the budget agency will of course make its decisions on current matters after consideration of the relationship of the immediate program to the long-range plan. Many capital outlays involve commitments for future current expenditures for maintenance; in the formulation of a long-range plan, the same objective may sometimes be furthered either by a capital outlay or by an extension of a current service. As staff agencies to aid the policy-making officials to arrive at decisions where such problems are

presented, it is necessary for the planning board and the budget agency to work closely together.

Relationship to State departments.—The relationships of the planning boards with the State departments are, at the present stage, probably more important than relationships either with the Governor or the legislature. In those States with relatively well-integrated administrations, the strong support of the Governor should tend to aid in establishing collaborative relationships with the State departments. In some States, however, the State administration is either legally or in fact a congeries of departments more or less independent of the Governor, and the knowledge that the State planning board is a general planning staff for the Governor will not aid materially in securing the cooperation of State departments. In any case the administrative departments are apt to have an attitude of reserve toward an external advisory body.

A primary method of securing the collaboration of the State departments is through the make-up of the boards. Generally it is advisable to have both lay and ex officio members on the board. The advantage of lay membership is that the services of disinterested persons whose fortunes are independent of the immediate fate of particular administrative departments can be secured. By this means a more or less neutral element may be introduced to assist in synthesizing the conflicting interests of the various State activities. Careful selection of the lay members may secure members with a broader point of view than the ex officio members and thereby bring much strength to the board.

To gear planning into the administration, however, it is essential that certain departments be represented on the board. Even in certain States in which lay boards have had considerable success, the close tie with State departments through representation on technical committees has "proven to be of great benefit." The lack of intimate relationships with State departments "has invariably resulted in unfavorable repercussions." In another region, it is said that it is logical to make department heads "a part of the planning board, where they can be educated and made to feel that they are an important part of the planning movement." Alternative methods are available to build up satisfactory relationships with State departments, such as conferences of department heads with the board, representation on subcommittees, and contacts between the planning board staff and the State departments.

It is, of course, impossible to lay down any general rule to determine which department heads should be members of the board. The personalities heading particular departments, the relative importance of departments from State to State will determine which should be represented on the State board. The guiding principle should be that those State functions in which

planning is most necessary and which need most to be interrelated with other functions should be represented on the board. The ex officio membership of the board needs to vary from time to time and most of the State planning laws give some leeway by either allowing the Governor to designate all the ex officio members or by permitting him to add ex officio members in addition to those mentioned in the law.

Representation of important departments on the planning board will not automatically solve all the questions of working relationships. The board, it is said, should have the "fullest appreciation of and respect for the prerogatives and points of view of the other agencies, avoiding duplication of any departmental work." The problem is easier when the chief of staff has "professional standing and character which command the respect of State department heads." "The very act of calling upon other agencies of government to see how they are getting along and to offer aid where such would be in order will improve relationships. One reason why many administrative departments fail so signally in achieving the ends sought by comprehensive planning is that they know little or nothing about the problems and activities of the other departments." In the opinion of another regional officer "increasing service to these other agencies * * * will yield the most important and permanent results."

The preparation of comprehensive plans for various activities places the planning board in a position to be of special service to State departments. If a State department can point to a well reasoned, comprehensive plan prepared with the assistance of the State planning board, it is better able to resist the importunities of those demanding unwarranted public outlays. A local pressure group, for example, demands the construction of a particular road; production of the comprehensive highway plan prepared in collaboration with the State planning board, an impartial agency, shows that construction of the project would constitute gross unfairness to other communities with heavier traffic, that the project is on the program for eventual construction, or that the traffic does not warrant the work. Or, a local group demands State funds for the construction of a school building. The plan shows that it would be a waste of money; that perhaps a regrouping of school districts would save both State and local money. The planning boards, or preferably the plans, will constitute, and have in some instances constituted, something of a buffer in the relationships of State departments with various pressure groups. This is an extremely significant function of planning. The planning board must avoid bearing the responsibility, and if plans are properly presented in relationship to an entire situation, the logic of the situation will aid in preserving the advisory role of the board.

In its relationships with local agencies the State planning board needs to be careful to avoid invading the jurisdiction of other State departments, which generally have a supervisory or advisory relationship to many branches of local government. If appropriate understandings are developed at the State level, conflict in dealing with local agencies may be minimized. For example, in one State the State department of education frequently refers local educational authorities to the State planning board for advice on the general prospects of the locality and the probable need for educational facilities. Should the State planning board deal with the local educational agencies without some sort of understanding with the State department, embarrassing situations might develop.

In their public relations the State planning boards are faced with a dilemma. If the activities of the board are publicized extensively the State departments may feel, and quite rightly, that they are not receiving proper credit for their work. If the board receives no publicity, it may have difficulty in securing adequate financial support or public support for its general objectives. The planning board should publicize no personality. (And it should therefore have no lay members on their way up the political ladder.) Plans worked out for a particular department should be publicized by that department which should receive the credit and bear the responsibility. Whatever publicity the planning board releases should be beyond the sphere of any single department.

An important method of maintaining working relationships with the State departments is through the lending of departmental personnel to the planning board staffs. Apart from its effect on departmental relationships, this practice would be of great benefit to the planning board even if it had adequate funds to employ its own staff. Details of departmental personnel to the planning boards are not without value to the departments themselves. They constitute a form of training for regular administrative personnel, broadening their knowledge and vision. Although there is this value to departments in the detailing of personnel to the planning board, the practical working of the relationship is greatly facilitated if the planning board has funds to compensate the State departments for the services of such personnel and for special work which may be undertaken in the departments at the request of the planning board.

Similar in effect to the detail of departmental personnel to the planning board, is the representation of the departments on technical and subcommittees of the planning board. Such committees are an essential part of the planning machinery and may be used to bring into the planning process a variety of skills and points of view not available for the planning board itself or its staff.

The advisory function of the planning board must govern its relationship to the State departments. In some States some of the departments have not cooperated with the planning boards for fear that the planning board was intent on usurping the function of the department. In one State the departments resent the legal requirement that they must consult the State planning board before undertaking public improvements and this has made relationships with the departments difficult. In another State departmental officials "say that planning and planners do have an important place in the modern scheme of things but that they should stick to their planning."

As considered plans are developed, however, it may prove desirable in some States to devise a procedure for ascertaining whether individual departmental programs fit into the general picture. To give the planning board a veto on departmental action, however, is unwise. A procedure consistent with the position of the planning board as a staff agency to the Governor would be to require designated departmental programs to be submitted to the Governor who could refer the proposal to the planning board for report. In some States, the direct submission of departmental programs to the planning boards seems to work smoothly. The responsibility for decision, however, should be that of the Governor or the legislature.

Nor is the planning board to be considered as an agency for the coordination of current operations of the departments. The association of representatives of State departments in planning board work undoubtedly results in a degree of interrelationship of the work of the State departments. Furthermore, the correlation of long-range plans and the coordination of current operations are not clearly separable. Nevertheless, the function of coordination of current operations is a "line" function and is, therefore, the responsibility of the Governor as the chief administrator of the State. Whatever role the planning board plays should be as staff to, and on specific assignment from, the Governor. Indiscreet embroilment of the planning board in bitter interdepartmental disputes of today may hamper long-range planning.

Relationship to educational institutions.—The position of the State planning board in relationship to the State educational institutions is a matter which must be handled largely on a State-to-State basis with due regard to the peculiarities of each situation. Nevertheless, there are various general propositions which appear to be valid in most States.

The educational institutions should not be permitted to dominate the State planning board lest it become insulated from the activities of State government which it is desired to benefit by planning.

A difficulty present in many States is that of maintaining satisfactory relationships with both the sepa-

rate land-grant (or agricultural) college and the State university. Institutional rivalries sometimes require adroitness on the part of the planning board. It is almost absolutely essential that the planning board either have representation from or maintain close working relationships with the land-grant college. These colleges with their extension services, agricultural experiment stations, and close relationships with the Department of Agriculture constitute a center of research pertinent to State planning and, in the agricultural States, probably the most potent influence for or against the effectuation of State plans. The State universities, on the other hand, maintain bureaus of business and municipal research and have on their staffs a variety of specialists sometimes not found in the agricultural institutions.

The inadequate resources of State planning boards make it essential that satisfactory working relationships be maintained with both types of institutions. Liberal use of college specialists on technical committees will furnish an outside, expert element in committees consisting largely of representatives from State departments.

Relationships in general.—The definition of the static relationships of the State board to the other organs of government leaves unmentioned the dynamics of the situation. It is not to be supposed that the Governmental constellation will revolve around an inert body. The governmental agencies are not likely to come automatically of their own accord to the planning board. It must follow a policy of discreet and politic aggressiveness. It must not wait for requests to be made on it. It must, without being officious, bring a recognition for the need of planning and a demand for its services.

The success with which the State boards develop relationships with the State departments will determine the usefulness of the State boards as agencies through which the Federal Government may correlate its own planning with the States, a matter to be discussed later in this report. It appears from the relatively short experience to date that the State planning boards are winning for themselves a permanent place in State government, and are establishing working relations with other governmental agencies. The organization and functions of the State governments are themselves undergoing continual change, and we cannot predict whether the promise will be fulfilled. It is thus too early to say how successfully national, State, and local plans may be integrated through the State boards. We, therefore, recommend that toward the close of a 6-year period the national planning agency should authorize an appraisal to determine, among other things, how adequate the State boards have become as an agency to relate State and local plans to national plans.

IV. RELATIONSHIPS OF THE NATIONAL RESOURCES COMMITTEE AND THE STATE PLANNING BOARDS

The pace at which the State planning movement develops and the ultimate form which it will take will depend in large measure on the type of relationships which grow up between the National Resources Committee and the State planning boards. In the absence of a National planning agency the probability is that State planning boards in some States would disappear; in other States they would remain, but their work would suffer from the absence of national leadership and technical advice.

The skeptical may well ask, why should the Federal Government contribute financial assistance in any form to State and local planning? There is a definite Federal interest in the existence of alert and active State and local planning agencies.

Striking examples are available from the relief and work programs of the last few years. Financed largely from Federal funds, all these programs have suffered from the lack of adequate, over-all planning by State and local governments. Those communities which had developed considered plans have much more to show for Federal relief outlays than do others. Although the Federal and State relief officials have to their credit the expeditious and able accomplishment of an administrative task of epochal magnitude, they freely admit that it could have been done better with better planning.

Apart from the emergency activities of Government many normal functions of the Federal Government can yield greater benefit to the people of the United States if they are more closely related to the work being done in allied fields by State and local governments. Without a State planning board, or some other similar over-all agency, it is difficult for Federal administrative officials, even with the best of intentions, to bring about the most effective integration with State and local programs.

Other considerations demand Federal support of State planning. If the Nation is intent upon the planned prevention of waste, upon the exercise of forethought to secure the most beneficial use of our national resources, it must have State planning. National planning cannot exist unless State planning assumes its integral role in the planning process.

Apart from the interest of other Federal agencies in the work of the State planning boards, the National Resources Committee must have for the performance of its own functions a strong underpinning of State and local planning boards. The conduct of a Nation-wide study, like the drainage basin study, would be extremely difficult and costly without the participation

of State planning boards, if in each case, it were necessary for the Federal agency to recruit a fresh staff, and establish a fresh headquarters. The likelihood is that with the passage of time there will of necessity be more and more nationwide work of this type, and certainly a great deal more regional work colored with a Federal interest. Only through the establishment of strong State planning boards can the National Resources Committee expect to be able to perform its duties in these matters. Moreover, only through State participation in the plan-making process, may the States be brought to carry out their part of the plans.

In determining the relationships to the State planning boards, the national agency is confronted first, by the need for an adequate definition of State planning; of its scope and nature, the direction of its development, and the kinds of activities worthy of encouragement and support. Second, the national planning agency is under the necessity of determining the means which it shall employ to stimulate and aid the development of State planning. These policy problems are closely paralleled by the corresponding ones for the national agency and national planning. Finally, there are the questions of cross relations, the contributions of State planning to national planning, and reciprocally, both as to definition and as to means of accomplishment. The Federal interest in State planning has been discussed above.

Concerning the need for definition, one of the regional chairmen of the National Resources Committee says: "State planning will necessarily remain weak until and unless there be some fairly definite conception as to what it is. At any rate, in giving whatever definite encouragement or assistance the National Resources Committee may desire and be in position to give, that committee must develop and stand for some fairly definite concept of what it means and wishes state planning to be." The National Resources Committee has, of course, had a policy with reference to State planning corresponding in general with that expressed in part II of this report. There is some doubt whether this conception has been clearly implanted in the minds of the State boards and their staffs. While it is certain that there should be no effort to guide State planning in a bureaucratic fashion into a rigid mold, there is need for constant emphasis on the major characteristics of planning. These seem to be: (1) that it should be comprehensive; (2) that it should be long-range; (3) that it should be continuous. The national planning

agency is, of course, in a position, through its sponsorship of Nation-wide studies, to influence the content of State planning work in more specific ways.

The following pages deal chiefly with the problem of the ways in which the national agency may stimulate and aid the development of State planning, bearing in mind that perhaps in the majority of instances, the question is how national assistance can be given to aid the State boards in studies originated within the States.

The form of financial assistance.—It is obvious that State planning would be seriously crippled if Federal financial support were withdrawn completely. With the weakening of State planning boards both National and local planning would be hampered. Federal financial support has taken the form of the assignment of consultants by the National Resources Committee and the furnishing of staff by the Works Progress Administration. Limiting the discussion for the moment to the support by the National Resources Committee, there is an issue concerning the form which this financial assistance should take. Two principal methods, which might be used in combination, appear to be open: (1) outright grants of lump sums, the amount for each State determined by the application of a rigid formula to the total available Federal appropriation, by the discretion of the National Resources Committee, or by a combination of these methods; (2) the continuation, on a more or less extended scale, of the present counseling and consulting services to the State boards.

Although opinion is divided, the majority of the regional officers of the National Resources Committee believe that the time is not opportune for cash grants to the States and prefer Federal assistance in the form of advisory and technical services. Although eventually grants may be desirable, the preponderance of the opinion seems at the present to point to priority for the technical and advisory service. The significant considerations appear to be the following:

The time has not come to encourage State planning to crystallize. An outright grant to the States would bring the recruitment of State staffs of sufficient size to absorb the grant and the State matching funds, if any, and, subject to the vicissitudes of State personnel practices, the staff would be permanently with the planning movement. The present scheme of assigning consultants maintains greater fluidity.

It is essential to have a variety of skills available to the State planning boards. The needs of the State boards cannot be met solely from the ranks of the planning technicians; short-time consultants of many types are needed to work with the generalized planners. No grant within the visible funds of the National Resources Commission would be large enough to enable a State to hire a full staff. With consultants on the Federal pay roll it is easier to make the needed variety

of men available; moreover, the consultant does not have to go through the appointing process in each State with the attendant handicaps such as rigid requirements of State residence.

Those regional officers who thought cash grants advisable were of the opinion that there should be some conditions relating to the standards of work. Standards would, of course, be essential for the proper administration of grants. While there is no doubt that the question would not arise in a goodly number of States since it is rather certain that competent work would be done, in other States the grant would almost as certainly be wasted. It is doubtful if there exist standards for State planning suitable for use in dealing with these aggravated situations. It is quite simple, however, to refuse to assign a consultant who is on the Federal pay roll.

It is realized that the foregoing statement of the issues does not close the door to the cash grant. The conclusion is predicated on two assumptions: (1) that technical assistance in some such form as the present consulting service will continue to be necessary; and (2) that the funds available at the present time would not permit both cash grants and an adequate consulting service. If all of the funds of the National Resources Committee now used for State planning work—including the cost of the central office, the regional offices, and special studies as well as State consultants—were disbursed as grants to the States, the State appropriations would be just about matched. Nothing would be left for national technical services or administrative costs.

The procedure used by the National Resources Committee in the assignment of consultants could be used to assist the State boards in training personnel for planning. With limited funds and with staffs largely recruited from relief rolls, few State planning boards have been in a position to develop new personnel material for responsible technical positions. Almost no opportunities have been afforded for apprenticeships in the profession of State planning. We believe this to be a critical weakness in the prospects for State planning progress and suggest, therefore, that, as a further aid to State planning and to State planning boards, consideration be given to the assignment of one or two carefully selected and basically well-prepared young men, each to a number of State planning board offices offering greatest promise of providing valuable training and experience. Assuming that these men would be employed on an apprenticeship basis, total funds required for this important aid to planning would not be great.

The State planning boards are receiving substantial financial assistance from the Federal Government through the Works Progress Administration. If this

assistance were discontinued, the question of the cash grant would take on a different aspect. It should be recognized frankly that withdrawal of Works Progress Administration assistance would seriously curtail the staff work of practically all the State planning boards. For example, in Maryland withdrawal of Works Progress Administration support would bring to a halt for the time being the staff activities of the board. In Pennsylvania the staff would be greatly curtailed. The continuing activity in Alabama would be only nominal. The office in Mississippi would probably be closed. The Tennessee program would be seriously crippled. In Illinois the stenographic force would be reduced from 10 to 1. Certain special projects in Wisconsin would be eliminated, although the general staff is supported solely by State funds. In Arizona only the National Resources Committee consultant would remain. In the event of any continuation of a Works Progress Administration program or a program similar in nature, we recommend that the National Resources Committee facilitate establishment of State planning board projects recruited through this source so far as useful assistance in planning may be obtained. We would emphasize in this connection the necessity for experienced supervision.

Form and allocation of consulting services.—If Federal assistance to the State planning boards in the immediate future is to be primarily through the assignment of consultants to serve the State planning boards, there are questions of how much, what kind, in what manner.

The existing regional offices do, and should continue, to perform the dual role of representing the National Resources Committee and rendering a general advisory service. These offices should be responsible for general relationships with the State boards, for contacts with governors and State legislatures. The regional chairmen and counselors can give advice on the interrelations of special studies, on general planning board policies, and are in a position to encourage the orientation of State work toward a regional basis when necessary and to bring about interstate collaboration. The regional offices are not to be considered as units to build up independent functions of their own; they are to be mainly a headquarters for the regional counselor in the intervals between his work in the States; whatever studies of a regional nature there are carried on in the regional office will grow out of work in the States.

The general services of the regional chairmen and counselors must be, as is now the case, supplemented by consulting services. It is recommended that the National Resources Committee's panels of consultants should contain an adequate variety of technical skills to meet the needs of the State planning boards, and that the Committee should constantly seek to diversify its consultant service by the part-time employment of

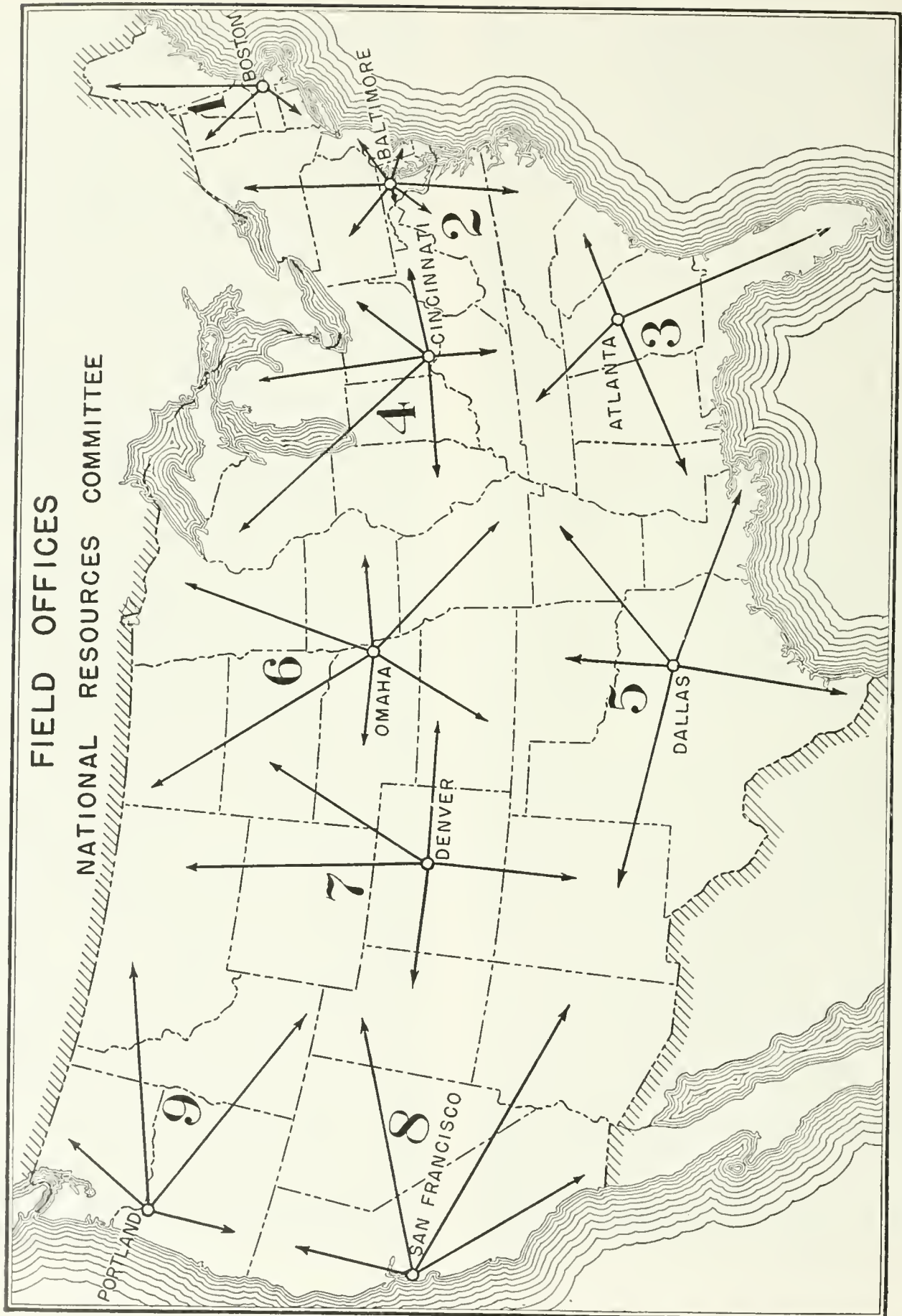
men from private and governmental agencies. It is realized that within the present limitations of funds there is not room for very extensive addition to the services and that an adequate consulting service of the generalized type must be given priority over specialized work. Nor can there be a very sharp line between the sphere of the counselor and the specialized consultant. Yet a responsibility rests on the counselor to recognize when the State board needs assistance that he cannot furnish himself. In any case the function of the counselor is not one of direction but of advice. Consultants assigned to aid in special studies must be under the direction of the chief of the staff of the State board. The consultant service is envisaged as a means of flexibly staffing the State boards.

How much consulting service should be furnished to each State? The present practice is, within budgetary limitations, to meet the requests of the States for consulting services. The administrative problem has not been one of producing an equitable division of consulting services among the States; it has been, rather, one of finding the particular type of specialist needed by the State planning board.

The elaboration of a specific policy to govern the apportionment of consultant services among the States would be both inexpedient and hampering at the present stage. Nevertheless, it is suggested that the National Resources Committee should continue at frequent intervals, quarterly or semiannually, to review the allocation of its consulting resources among the States to the end that obvious inequities may be avoided.

Special problems are presented in certain States in which the planning boards have not become strong enough to employ a first rate staff director. It is recommended that the National Resources Committee seriously consider the possibility of assigning full-time persons to boards in those States where it appears likely that this assistance would bring adequate State support and would aid in securely establishing the State boards. These arrangements should be made only after careful evaluation of each situation to gauge the probability that temporary assistance of this sort would bring permanent results.

What weight in the assignment of consulting services should be given to the interest of the States in planning as manifested by appropriations by the State legislatures for planning? The inevitable tendency will be, of course, to help those States which help themselves. States with active planning boards will recognize the need for additional specialized consulting services and will ask for them. Within budgetary and practical limits sound policy dictates that these requests be met in so far as possible, but it is necessary also to recognize that the scales should in equity be tipped somewhat in favor of those States genuinely interested in planning



but financially unable to appropriate as much from State funds as the more fortunate States.

The consideration to be given to State support in the assignment of consultants is also influenced by the choice made between two alternatives: (1) If it is deemed to be necessary for the conduct of national studies, and in the national interest, to have planning boards in every State, the National Resources Committee will have to assign consultants without much consideration of the amounts which the States have appropriated. Under such circumstances presumably consultants would be assigned chiefly for work on Nation-wide studies, but there would have to be adequate service to keep the planning boards in motion. (2) If it is not necessary to have active boards in all the States, the general policy could be adopted of helping those who help themselves. It would, however, be unwise to adopt any rigid formula to govern the allocation of consulting services among the States in a precise ratio to the amount of funds available. In any case, at appropriate times, during State budget making periods, a statement of the cost of National Resources Committee consulting services given to a State should be useful to the State board in securing State appropriations.

The argument that the National Resources Committee should concentrate its funds and efforts on those State boards which show most promise of development is founded on an illusory basis. The legislatures of 33 States are already appropriating more money for State planning work than the National Resources Committee is devoting to this purpose even under the widest possible interpretation of expenditures chargeable to State planning. The Committee must spread its resources over all these States. It has also an obligation to assist insofar as possible those other States which are operating under allocations from governors' contingent funds. The problem is not one of how to concentrate the resources of the Committee on promising States, but of how to get as much as possible out of available funds which must be spread thinly.

For what type of work by the State planning boards should the National Resources Committee make its consultants available? Are there spheres purely of such State or local interest that the National Resources Committee would not be justified in furnishing assistance? Should it attempt to limit its consulting service only to problems affected with a national or regional interest? In the sphere of activities which fall to the State planning board and its staff there will continue to be a wide variety of work on which the State board will not need and will not request consulting service. Beyond this sphere, however, there are problems which have to varying degrees local, State, regional, or national implication. It is believed to be impracticable to limit consulting

service to matters of regional or national significance. In fact, there are few matters within the purview of the State government which do not, in some degree, have to be planned with at least a regional orientation. The planning process tends to be indivisible; support of one phase and not of another would lead to fragmentation. It is, of course, the duty of the counselors and consultants in their advisory relationship to point out the larger implications of the problem with which the board is dealing. In other instances consultants may be requested to advise on research not of a planning nature; no objection to assistance of this sort can be perceived as long as the main function of planning is not lost to sight.

The question of assistance to the States in carrying out drainage basin and other national studies has been raised. For the time being it is believed that this problem can be handled by giving adequate time for this work to be done without disrupting the normal State activities, by emphasizing the fact that this is national, not Federal, work and therefore of direct benefit to the States, and by stipulating that certain technical services are assigned in recognition of the contribution of the States.

Other types of technical assistance.—The technical assistance rendered through the work of the counselors and consultants in the field can be supplemented in various ways.

Specifications or suggested outlines of procedure for planning studies possess utility for certain types of work. For Nation-wide studies sponsored by the National Resources Committee, it is, of course, essential that specifications be prepared and followed uniformly in each State. In other types of work in which planning studies are most profitable when carried on under comparable procedures from State to State, there is a field for the outline. The method for the preparation of study specifications or outlines should in all cases include, before final publication and distribution, experimental studies to test the recommended procedures. In other situations demonstration studies conducted in one or two States with special technical assistance would be of substantial value. The publication of such studies with analyses of procedures and problems would undoubtedly be of value. The utility of guides of this sort can readily be appreciated when the fact is considered that the staffs of the State planning boards include representation of so few professional groups.

It is necessary in this kind of work to avoid the drafting of a model State plan. It is probable that a model would actually be detrimental since it would tend to encourage the application of a stereotyped idea in the States. No step should be taken which would discourage original and novel approaches to the bewildering

ing variety of problems facing the States. Assistance to particular States in demonstration projects which would be of general interest would probably be more productive than expenditure of money and energy on a model State plan. For example, if a thorough analysis of population problems could be made in some State with the cooperation of all the affected State and Federal departments indicating the implications for the future work of all the programs and circulated among the State planning boards, it would furnish ideas and stimulation to all the State boards.

Another form which technical assistance may take is through the review in Washington of outlines of State studies. The staff of the National Resources Committee can undertake this work in certain fields. In other cases it can secure the services of specialists in the employ of Federal departments or private institutions. It is not suggested that projects of the State boards be invariably submitted for review (except as this is necessary in connection with Works Progress Administration projects). The National Resources Committee, however, should gradually build up a roster of persons available and competent for this kind of work, and make known to the State boards the amount and kinds of this service which is available.

The national planning agency could render a valuable service to the State boards by inaugurating a more systematic clearinghouse service. The purpose of this service would be to cull from the materials flowing into the national office from the States, regions, and other sources such information as might offer helpful suggestions and ideas and redistribute it to all the State boards.

Liaison between Federal agencies and the State planning boards.—The National Resources Committee should be in a position to aid in relating the work of the State planning boards to the planning work of the various Federal agencies with field programs within the States. If the State planning boards are to be a medium for interweaving Federal-State planning activities, it is necessary that the National Resources Committee secure the cooperation of the central offices of other Federal agencies. A regional chairman remarks that the "National Resources Committee field representatives cannot 'draft' the collaboration of other agencies; although they can get a reasonable amount through diplomacy or salesmanship, results will be incomplete or spotty without instructions moving downward through all organizations concerned."

In one State, the regional counselor states that there have been friendly relationships, but that "the various Federal agencies should receive definite instructions from their respective Washington offices that all programs and plans be cleared through State planning boards * * *". In another State no great difficulty has been experienced, "but there is not whole-hearted

collaborative effort toward cooperation from some of the Federal agencies operating in the State." While it is doubtful if all Federal agencies should "clear," with the State boards, the groundwork must be laid for better Federal collaboration. It is not commonly realized but interdepartmental planning among State agencies alone can hardly flourish without the sympathetic cooperation of various Federal agencies.

In working out the relationships of Federal agencies vis-à-vis the State planning boards, certain considerations must govern the action of the National Resources Committee. There is no point in asking another Federal agency to collaborate or consult with a moribund or weak State planning board. Nor will it bring any results to request cooperation with the States in general. Nor can Federal agencies be requested to waste their time talking to boards with no influence in State policy. A sound technique, as a first step, is to conduct Nation-wide studies at the direction of the President with his specific request for Federal participation with State planning boards. Another method is to request the collaboration of particular agencies in particular States on special problems as expedient occasion arises.

Ultimately, if not now, it will be necessary, if State and Federal planning are to be correlated, to adopt a general Federal policy requiring that all Federal undertakings be related to similar State activities. A procedure for implementing this policy would be to require direct Federal undertakings to be filed with the National Resources Committee which in turn could ascertain how the proposed work fitted into the State or local plan. The State planning board would maintain a map showing for every acre in the State all Federal, State, and local projects concerning the physical environment. By maintaining similar information in Washington, the National Resources Committee could report promptly to the President on the relationships of direct Federal undertakings to State and local plans and activities. Of equal importance would be a corollary responsibility of the Governor to use the State planning board to ascertain whether proposed State activities were properly related to direct Federal activities within the State.

There is really no conflict of interest between the National Resources Committee and other Federal agencies in promoting these relationships. If a Federal agency handling grants to the States, for example, is able to have contact with a State planning board, it will gain a broader base of support and a wider understanding of its objectives. As one of the regional counselors observes, the Federal bureaus themselves benefit by collaborative studies. Certain Federal agencies without programs of spectacular dramatic quality may gain a better understanding of their activities and popular support therefor by these contacts.

A method of bringing the services of various Federal agencies to the State planning board, which has been used to some extent, is by the employment of their experts for short periods as consultants for the State boards. In this way the services of Federal agencies lacking specific appropriations for this type of work may be routed down to the States. The State boards can, of course, and often do deal directly with various Federal agencies and secure their assistance on a variety of matters. The work of many of these Federal agencies is so well known that no special procedure is necessary to bring it to the attention of the State boards. The National Resources Committee, however, can perform a valuable service by keeping the State boards informed on new services as they develop and on the work of the less well-known Federal agencies.

The Washington office should facilitate liaison between the State planning boards and Federal agencies. The present staff is too small adequately to perform that function. The reports of the State planning boards, for example, are now filed. It could very well be the job of the liaison service to check through these reports and follow up the problems raised therein particularly as they affect other Federal agencies. In this way State problems raised by the State boards would routinely be called to the attention of the affected Federal agencies. For the State boards to know that they were being given this sort of support in Washington would give their work a tremendous fillip.

It should be emphasized that there are certain relationships between Federal and State agencies with which this discussion is not concerned. The Forest Service, for example, has certain relationships with the State forest services in the administration of grants to the States for forest fire prevention. The operation of these nonplanning administrative relationships is no concern of the State planning boards or of the National Resources Committee. Federal agencies administering grants to States have contributed immeasurably toward the stimulation of the advance planning of individual State activities. Without State planning boards or comprehensive State plans, however, it has been difficult to relate these individual programs to the total governmental picture within the States. Some State planning boards have designated officials of some of the Federal grant-administering agencies as members of their technical committees. Such recognition by the States is, of course, a tribute to the individuals and the agencies they represent, but it also enables them to conduct their relationships with the State with a better understanding of the broader problems of the area.

The integration of State and national planning.—Clarification of the relationships of national, State, and local planning agencies is sometimes attempted by defining

the functions of the planning units at each level of government. While a national planning authority must concern itself with certain broad problems beyond the appropriate sphere of the State planning agency, the demarcation of horizontal bands denoting Federal, State, and local planning and concentration of attention on the relationships of national and State planning agencies conceals a significant problem.

For national or local planning there must be cross-connections between both Federal and State administrative hierarchies at all points at which planning authority rests. Planning boards do not do all the planning; as operating agencies become specialized, they come to have planning units of their own. The creation of proper national-State relationships in planning then involves far more than the relationships between national and State planning boards. It touches all Federal-State administrative relationships.

Planning must have a geographic focus, and even if a function of the Federal Government is involved that focus often must be subnational. For example, a comprehensive plan for the development of a small valley may affect 7 Federal bureaus in 3 Federal departments, 4 State departments, 10 counties and a dozen cities. If the plan is to be more than a paper plan, all these agencies must be brought into the planning process. If the plan is to be carried out, the Federal agencies may be impotent or handicapped without concurrent and cooperative action by the State executive departments and legislature, and the State and local units must have financial assistance from the Federal Government to carry on many of their activities in the area. The long-range emphasis in planning must be on the interdependence of the various levels of Government, not on the definition of mutually exclusive spheres of activity.

The State planning boards have a challenging opportunity to bring into focus the planning activities of State, Federal, and local agencies. The State is not always the most appropriate subnational unit for this purpose. In some instances groups of States, in others, parts of a single State, might better serve as the geographical nexus for the integration of planning. Nevertheless, it is recommended that State planning be given priority over regional planning in the work of the National Resources Committee. The better strategy is to bring about State planning first since that will ultimately bring a genuine realization of the need for a regional consideration of particular problems.

Active State planning boards will inevitably come to recognize that certain problems have an interstate aspect. Participation in regional work with other State planning boards in turn will strengthen State work. The regional chairmen and counselors have an

important role to play in the establishment of regional work. Regional arrangements based on a pressing need, and a realization of that regional need within the States, are on firmer ground than more or less artificially stimulated regional planning units. Existing regional arrangements, on a solid foundation, should, of course, receive the continued encouragement and assistance of the National Resources Committee; yet ad hoc regional arrangements for particular problems may, for most of the country, better serve the ends of planning than multipurpose regions with rigidly defined geographic limits.¹

Although the integration of Federal and State planning does involve more than the relationships of the institutionalized, comprehensive planning agencies, there is room for more closely articulating the State and national planning authorities. The relationships of the National Resources Committee to the State boards are not to be, and have not been conceived, as a one-way process. While the National Resources Committee is in a position to give consulting and advisory services to the State planning boards, the State boards can be equally useful to the National Resources Committee. As the State boards become stronger, more influential, and more capably staffed, they will become of greater value to the National Resources Committee. The more effective utilization of the State planning boards depends, however, on the working out of proper procedures and methods.

A technique which under certain circumstances might be of utility in more closely knitting together the planning agencies of both levels of Government would be for specifications for Nation-wide studies, when practicable, to be submitted to the State planning boards for review. This would have a valuable psychological effect and would also assure that the end product would have greater utility for the State planning boards.

The National Resources Committee staff in Washington needs to have a more comprehensive and more systematic knowledge of the planning problems currently arising in the States. This would permit a more informed planning of national studies and lead to a better balanced service of the National Resources Committee to the States. The National Resources Committee, in recruiting its staff to handle State relations, should endeavor to secure persons who have done outstanding work in the State planning field. The

adoption of such a policy would give to the National Resources Committee staff members wide prestige and experience in the State planning field, and would probably have a beneficial influence on the morale of State planning staffs.²

Articulation of National Resources Committee central office with regions.—With the decentralization of National Resources Committee relationships with the States to the regional offices, it has become essential to develop means for the articulation of central and regional offices of the National Resources Committee. It is assumed that the regional chairmen and/or regional counselors, not the consultants, will be charged with the maintenance of over-all relationships with the States. To perform this task they must be thoroughly versed in National Resources Committee policy and know the nature of the ground on which they stand. Otherwise the relationships between central office and field will remain one of negative dealing with recurring crucial situations. More positive leadership of the regional offices by the National Resources Committee should be the aim. Among the methods for the exercise of this leadership, the following are specifically recommended without intention of limiting the ingenuity of the central staff in the development of others:

Every 3 or 4 months the regional men should be called to Washington for an intensive session of several days. Policies, problems, and procedures could be discussed and threshed out. Profitable exchanges of experience would naturally occur between the regional men and methods evolved in the various States would more rapidly spread over the Nation.

Confidential bulletins should be transmitted from the central office to the National Resources Committee field staff at frequent intervals. This service should not be limited to the transmittal of formal orders and policies, but should be more nearly a "house organ," containing a wide variety of information, ideas, suggestions, and news.

The central office should be kept keenly aware of the problems in the field. The best way of assuring such an end is through giving appropriate members of the central staff the duty of visiting several States each year. These trips should not be of the trouble shooting variety but should be a definitely recurring assignment.

¹ See National Resources Committee, *Regional Factors in National Planning and Development* (December 1935).

² Perhaps a useful form of training to State planning staff members would be to employ them for periods of a year on the central staff. Systematically carried out over a period of years this might give to the State staffs a corps of personnel with a broad understanding and experience which could not be otherwise acquired.

NOTE

Inquiries concerning the reports listed herein in the Bibliography for each State and regional planning agency should be addressed direct to the respective agency where copies of its reports are on file for reference purposes. However, preliminary and progress reports, reports of the consultants, and reports designated as "Typed ms." are not available for distribution. Also most of the documents listed herein are available for reference in the library of the National Resources Committee, but the Committee has no copies of these reports available for distribution.

ALABAMA

STATE PLANNING COMMISSION

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A. J. HAWKINS, 2 North Perry Street, Montgomery, *director*.

Governor's Board Appointed January 27, 1934—Law Enacted September 9, 1935 (Act 401)

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ALASKA PLANNING COUNCIL

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W. C. ARNOLD, attorney, Ketchikan.

LUTHER C. HESS, mining man, Fairbanks.

JOHN E. PEGUES, Juneau, *executive secretary*.

Law Enacted March 14, 1935 (Ch. 88)—No Members Appointed
Council Appointed March 10, 1937—Law Enacted March 10, 1937 (Ch. 39)

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Governor's Board Appointed January 23, 1934—Bill Introduced in 1937 Session Failed to Pass

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ARKANSAS

STATE PLANNING BOARD

Headquarters

State Capitol Bldg., Little Rock, Arkansas

Membership

Governor's Board Appointed January 22, 1934—Law Enacted February 4, 1935 (Act No. 9)

HON. CARL E. BAILEY, Governor, Little Rock, *ex-officio chairman*.
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L. A. HENRY, State Capitol, Little Rock, *engineer director*.

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COLORADO

STATE PLANNING COMMISSION

Headquarters

130 State Office Bldg., Denver, Colorado

Membership

JOHN T. BARNETT, president, Mountain Producers Corporation,
First National Bank Building, Denver, *Chairman*.
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Miss VENA POINTER, attorney, Pueblo.
Dr. E. P. SANDSTEN, director, agricultural experiment station,
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CHARLES D. VAIL, State highway engineer, State Office Building,
Denver.

Governor's Board Appointed January 15, 1934—Senate Joint Resolution No. 10 Passed 1933 (S. L. 1933, Page 956) Superseded
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CONNECTICUT LEGISLATIVE COUNCIL

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Room 25 State Capitol, Hartford, Conn.

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ELMER R. COBURN, Room 81, State Capitol, Hartford, *super-
visor of W. P. A. resources and trends study.*

Governor's Board Appointed December 1933—Law Enacted April 18, 1935 (Ch. 122a). Upon Expiration of Law July 1, 1937, Some of the State Planning Board's Functions were Transferred to the Legislative Council created by Law of May 6, 1937 (Ch. 1)

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DISTRICT OF COLUMBIA

NATIONAL CAPITAL PARK AND PLANNING COMMISSION

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7013 Interior Building, Washington, D. C.

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THOS. S. SETTLE, 7013 Interior Building, Washington, D. C., *secretary*.

The Commission by the Act of April 30, 1926 (44 Stat. 374), became successor to the National Capital Park Commission which had been created previously by the Act of June 6, 1924 (43 Stat. 463). The Commission is also successor to the Highway Commission of the District of Columbia.

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FLORIDA

STATE PLANNING BOARD

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Post Office Box 149, Tallahassee, Fla.

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THOS. W. LONG, beverage commissioner, Tallahassee.

A. B. HALE, chairman, State road department, Tallahassee.

ALEX. B. STEWART, assistant State highway engineer, State road department, Tallahassee.

A. C. CLEWIS, Tampa.

Governor's Board Appointed December 2, 1933—Law Enacted June 8, 1935 (Ch. 17275)

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GEORGIA

STATE PLANNING BOARD

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Governor's Board Appointed January 26, 1934—Law Enacted March 8, 1937 (Act No. 106)

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TERRITORIAL PLANNING BOARD

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4934 Mana Place, Honolulu, Territory of Hawaii

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A. L. BURDICK, Wiluku Mani
ROBERT M. BELT, Lihue Kanai

JOSEPH H. KUNESH, 4934 Mana Place, Honolulu, Territory of Hawaii, *director*

Board Appointed in March 1938—Law Enacted May 11, 1937 (H. B. 318, Act 207)

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IDAHO

STATE PLANNING BOARD

Headquarters

Box 1779, Broadbent Building, Boise, Idaho

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WALTER C. CLARK, electrical engineer, Bunker Hill & Sullivan
Mining Co., Kellogg.
HUGH MACCOSHAM, merchant, Pocatello.
ALLEN C. MERRITT, civil engineer, Salmon.

Governor's Board Appointed December 22, 1933—Law Enacted March 16, 1935 (Ex. Session Ch. 8)

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KANSAS

STATE PLANNING BOARD

Headquarters

5th Floor, State House, Topeka, Kans.

Membership

Hon. WALTER A. HUXMAN, Governor, Topeka.

Senator RALPH G. RUST, Parsons, *chairman*.

Judge S. C. BLOSS, lawyer, Winfield.

W. J. BREIDENTHAL, banker, Kansas City.

DARCEY DUNNE, industrialist, Wichita.

GERALD GORDON, member of Kansas House of Representatives, Robinson.

State Senator CLAUD HANSEN, stockman, Jamestown.

WALTER P. INNES, merchant, Wichita.

Mrs. J. E. JOHNTZ, former president of Federation of Women's Clubs, Abilene.

R. J. LAUBENGAYER, publisher, Salina.

Mrs. CORA G. LEWIS, newspaperwoman, Kinsley.

CLARENCE G. NEVINS, State administrator, Works Progress Administration, Dodge City.

JOHN REDMOND, editor, Burlington.

State Senator CHARLES A. RICHARD, minister, Seneca.

OLON H. WILEY, industrialist, Fredonia.

CHARLES E. YOUNG, banker, Westphalia.

Governor's Board Appointed January 19, 1934—Bill Introduced in 1937 Failed to Pass

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KENTUCKY STATE PLANNING BOARD

Headquarters

Office of the Governor, Frankfort, Ky.

Membership

Hon. A. B. CHANDLER, Governor, Frankfort.
Hon. CHARLES G. FENNELL, commissioner of conservation, Frankfort.
CHARLES D. ARNETT, department of State, Frankfort.
HUBERT L. MEREDITH, department of law, Frankfort.
J. E. BUCKINGHAM, department of treasury, Frankfort.
GARTH K. FERGUSON, department of agriculture, labor, and statistics, Frankfort.
HARRY W. PETERS, department of education, Frankfort.
G. LEE McCLAIN, department of military affairs, Frankfort.
J. DAN TALBETT, department of finance, Frankfort.
J. W. MARTIN, department of revenue, Frankfort.
ROBERT HUMPHREYS, department of highways, Frankfort.
F. K. WALLIS, department of welfare, Frankfort.
Dr. A. T. McCORMICK, department of health, Louisville.
W. C. BURROW, department of industrial relations, Frankfort.
J. C. W. BECKHAM, department of business regulations, Frankfort.

Mrs. JAS. CAMPBELL CANTRILL, department of library and archives, Frankfort.

JOHN F. DANIEL, department of mines and minerals, Frankfort.
W. W. MULBRY, executive secretary of Governor's cabinet, Frankfort.

Committee on State Planning

Hon. CHARLES G. FENNELL, commissioner of conservation, Frankfort, *chairman*.
Dr. J. W. MARTIN, commissioner, department of revenue, Frankfort.
Hon. J. W. CAMMACK, Jr., commissioner, public service commission, Frankfort.

JOHN E. ULRICH, director, Kentucky State planning staff, 2500 South Third Street, Louisville.

Governor's Board Appointed December 12, 1933—Law Enacted in April 1934 (Ch. 39) Repealed by Act of March 7, 1936. The New Law, Article XVI, Section 4618-147 or the 1936 Statutes, Created the Governor's Cabinet, to Which were transferred Certain Functions of the State Planning Board. Three Members of the Governor's Cabinet have been Designated as the Committee on State Planning.

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LOUISIANA

STATE PLANNING COMMISSION

Headquarters

Capitol Building, Baton Rouge, La.

Membership

J. LESTER WHITE, State planning commission, Capitol Building, Baton Rouge, *chairman*.

L. P. ABERNATHY, chairman, Louisiana Highway Commission, Baton Rouge.

WM. G. RANKIN, commissioner of conservation, Civil Courts Building, New Orleans.

HARRY JACOBS, chief State engineer, board of State engineers, New Court Building, New Orleans.

Dr. JOS. A. O'HARA, president, State board of health, Civil Courts Building, New Orleans.

HARRY D. WILSON, commissioner of agriculture and immigration, eighth floor, Capitol Building, Baton Rouge.

Dr. PAUL M. HEBERT, dean of law school, Louisiana State University, Baton Rouge.

Board Appointed November 16, 1936—Law Enacted June 26, 1936 (Act No. 38)

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MAINE STATE PLANNING BOARD

Governor's Board Appointed January 9, 1934—Law Enacted April 6, 1935 (Ch. 191), Repealed by Ch. 157, 1937, Which Terminated the Board

For information regarding the former Maine State Planning Board, address the office of the Governor, Augusta, Me., or Mr. Victor M. Cutter, regional chairman, National Resources Committee, 2100 Federal Building, Boston, Mass.

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MARYLAND

STATE PLANNING COMMISSION

Headquarters

Latrobe Hall, the Johns Hopkins University, Baltimore, Md.

Membership

ABEL WOLMAN, Latrobe Hall, the Johns Hopkins University,
chairman.
Senator JOSEPH I. FRANCE, Mount Ararat, Port Deposit.
W. L. GALVIN, State board of aids and charities, Mercantile
Trust Building, Baltimore.
Miss HELENA STAUFFER, Walkersville.

NATHAN L. SMITH, chief engineer, State roads commission,
Federal Reserve Bank Building, Baltimore.

FRANCIS D. FRIEDLEIN, Latrobe Hall, the Johns Hopkins Uni-
versity, Baltimore, *executive secretary*.

Board Appointed December 15, 1933—Law Enacted December 15, 1933 (Ch. 39)

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MASSACHUSETTS STATE PLANNING BOARD

Headquarters

Room 24, State House, Boston, Mass.

Membership

MISS ELISABETH M. HERLIHY, room 24, State House, Boston, *chairman*.

CLARENCE J. BILADEAU, businessman, 219 Appleton Avenue, Pittsfield.

WM. F. CALLAHAN, State commissioner of public works, 100 Nashau Street, Boston.

DR. HENRY D. CHADWICK, State health commissioner, State House, Boston.

ERNEST J. DEAN, commissioner, State department of conservation, 20 Somerset Street, Boston.

FREDERIC H. FAY, chairman, Boston city planning board, 11 Beacon Street, Boston.

WILLIAM TRUFANT FOSTER, economist, 109 Sargent Street, Newton.

HENRY J. HARRIMAN, chairman, board of trustees of Boston Elevated Railway, 20 Somerset Street, Boston.

WILLIAM STANLEY PARKER, architect, 120 Boylston Street, Boston.

ARTHUR W. DEAN, room 24, State House, Boston, *chief engineer*.

Governor's Board Appointed September 9, 1935—Law Enacted August 9, 1935 (Ch. 475)

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MICHIGAN

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Governor's Board Appointed February 17, 1934—Bill Introduced in 1937 Session Failed to Pass

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MISSISSIPPI

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MISSOURI

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GEORGE CATTS, chamber of commerce, Kansas City.

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Governor's Board Appointed December 29, 1933—Law Enacted June 3, 1935 (S. B. 19, p. 363)

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MONTANA

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State Water Conservation Board Designated as State Planning Board by Law Enacted December 1933 (Ch. 35)—Board Appointed December 29, 1933—Superseded by Law Enacted March 14, 1935 (Ch. 176)

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NORTH DAKOTA STATE PLANNING BOARD

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Governor's Board Appointed February 27, 1934—Law Enacted March 7, 1935 (Ch. 217)

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PUERTO RICO

RECONSTRUCTION ADMINISTRATION

Headquarters
San Juan, P. R.

When the Puerto Rico Reconstruction Administration was Organized in 1935 it Set Up a Planning Division Which Produced the Reports Listed Below. In 1937 the Division was Abolished and Part of Its Functions Were Absorbed by the Division of Cooperatives, Carlos A. Figueroa, Acting Director

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Governor's Board Appointed December 7, 1934—Law Enacted March 21, 1935 (Ch. 2198), Amended 1936 (Ch. 2347)

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TENNESSEE

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Governor's Board Appointed April 11, 1934—Law Enacted February 19, 1935 (Ch. 43)

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C. S. CLARK, chairman, State board of water engineers, Austin.

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UTAH

STATE PLANNING BOARD

Headquarters

State Capitol, Salt Lake City, Utah

Membership

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E. H. BURDICK, consulting geologist, Judge Building, Salt Lake City.

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JOHN A. JUNK, educator, Ogden.

Mrs. ANN M. KOPP, Park City.

SEMMER G. MARGETTS, consulting engineer and executive secretary, State soil conservation committee, State Capitol, Salt Lake City, *director*.

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VERMONT

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Governor's Board Appointed May 11, 1934—Law Enacted April 11, 1935 (Act 18)

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VIRGINIA

STATE PLANNING BOARD

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ADOLPH WAGNER, supervisor of State power plants, Richmond.

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Governor's Board Appointed September 2, 1933, Ratified by Legislative Resolution Passed January 1934 (Ch. 88), Law Enacted February 26, 1938 (Ch. 82)

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WASHINGTON STATE PLANNING COUNCIL

Headquarters

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J. M. McCLELLAND, publisher, Longview Daily News, Long-
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ment, Olympia.

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Board Appointed January 17, 1934—Law Enacted January 17, 1934 (Ex. Session Ch. 54)

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Governor's Board Appointed February 21, 1935—Bill Introduced in 1937 Session Failed to Pass

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First Statutory Board Created 1931—Superseded by Board Created by Law Enacted June 17, 1935 (Ch. 165)

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WYOMING

STATE PLANNING BOARD

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Governor's Board Appointed March 2, 1934—Law Enacted February 7, 1935 (Ch. 42)

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